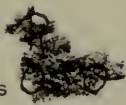


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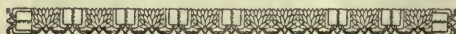
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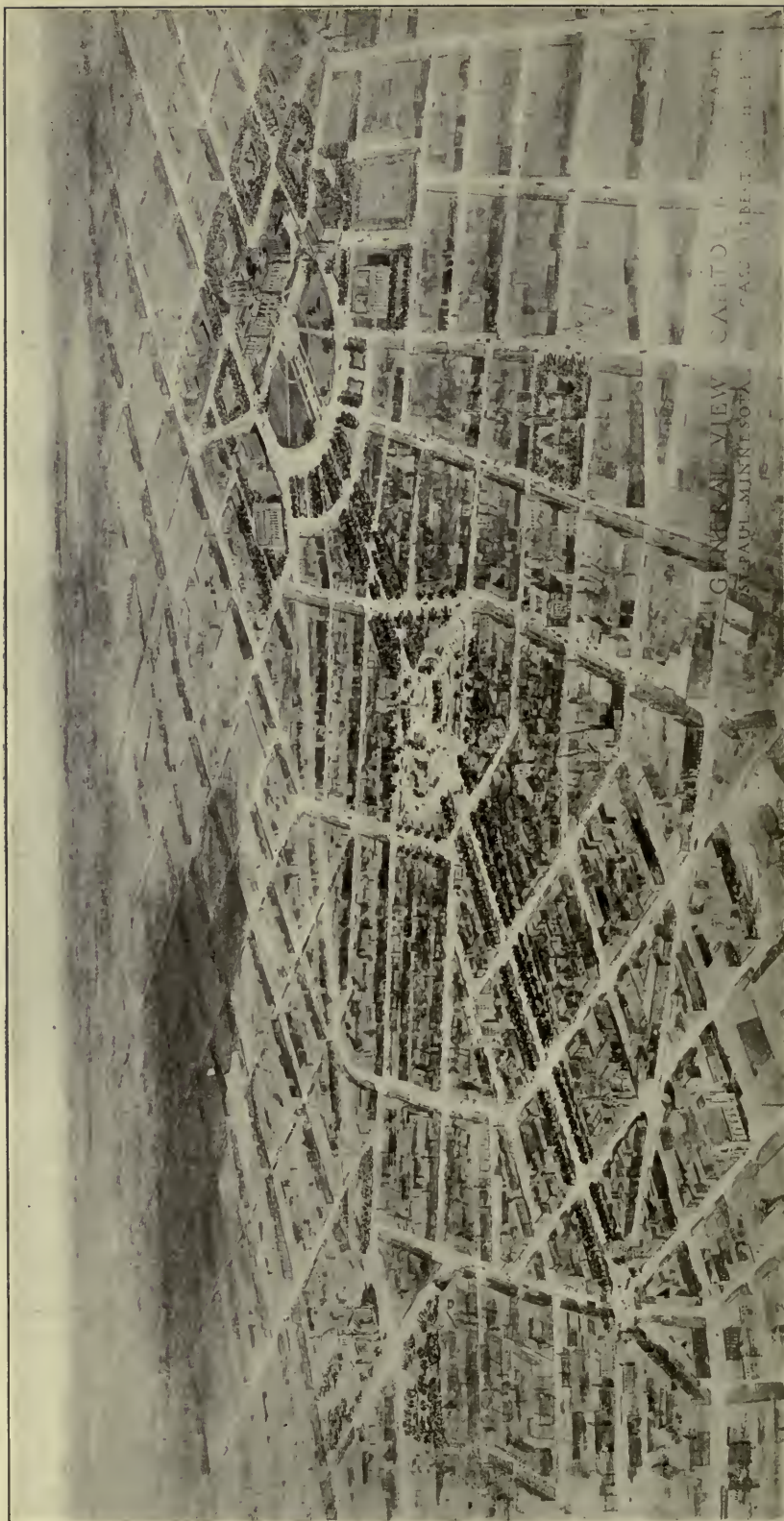
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The Seven Corners

Monument Square

THE CAPITOL BOULEVARD, ST. PAUL, AS IT WILL APPEAR WHEN COMPLETED

The Capitol

St. Paul's Opportunity

By Richard B. Watrous

Secretary American Civic Association

There is a rivalry between cities as there is between individuals, between business interests, between political parties and nations. All wide-awake communities would achieve preëminence in some particular respect. Most cities are keen for commercial and industrial supremacy. Others, notably state capitals and university centers, seek more for those things that contribute to culture and the accompaniments of culture alone.

There is an awakening on the part of hundreds of cities that have been striving for the high-up places in finance to the importance of equipping themselves for distinction in other directions as well. To this general awakening to higher and finer things, may be attributed the rapidly growing interest in a study of what is termed "City Planning"—that which aims to combine the practical with the esthetic in city building.

St. Paul, Minnesota, is in the class of those cities that have seen the new light, and it has set its goal on a high pinnacle. When it attains one great accomplishment which it seeks St. Paul will occupy a position unique in American municipalities. It will be possessed of a feature that will have no counterpart in this country and few in foreign lands. St. Paul is different from most capitals; it is a big, prosperous, growing commercial and industrial center, with a citizenship ambitious to develop a metropolis of wealth and vast resources, but also ambitious, to a marked degree, to make of St. Paul a city beautiful and efficient, and one that shall be known the world over for those qualities. St. Paul is proud to be the capital of a great state, and it proposes to take advantage of that fact, to utilize even the physical opportunities that are offered for esthetic development by having in its confines a State House that shall exceed that of any other American capital city, with the exception of Washington, the capital of all the states.

The opportunity is before St. Paul to bring to a successful issue a great undertaking, and the enterprise of the men of St. Paul will not let that opportunity pass by.

Ever since the completion of the building erected by the commonwealth of Minnesota as its official home, there has been a growing desire on the part of the people of St. Paul to give that beautiful structure a setting and an approach equal to its dignity and its beauty. Set, as it is, on a hill, there is still the feeling that the building is hidden, to a greater or less extent, and that there is no one splendid viewpoint from which may be obtained at a distance a vision of the building in its full grandeur. The visitor finds the building itself a gem, but he can find from no point a distant prospect. Until recently the immediate surroundings have been almost squalid. They have not been in accord with the structure. The State Legislature has seen the importance of acquiring more land about the capitol site and has gone as far as it could by the expenditure of many thousands of dollars in the acquirement of adjacent properties and in their decoration, and yet St. Paul has not the capitol approach it wants. Upon St. Paul as a city, and not Minnesota as a state, must rest the great undertaking of creating an approach that will be adequate; and St. Paul will not be satisfied with merely an adequate approach, but proposes to have one that will command world-wide attention, as being the finest and most perfect in every detail.

Before the capitol had been completed the problem of giving it a proper setting was appreciated, and steps were taken to solve it, so as to make the capitol itself an asset of greatest value to the city. While aiming for the esthetic, the material benefits to the city were not overlooked. A "Capitol Approaches Commission" was appointed to "report a plan for the acquisition of suitable approaches to the new

capitol, together with an estimate of the cost, and to recommend such legislation as in its opinion may be necessary for the acquisition of the property needed." That Commission has labored continuously for several years, and as it has gone deeper and deeper into the subject the more apparent it has become that an opportunity of unusual proportions lies within the grasp of St. Paul, and that it must be realized and brought to full fruition.

Various approaches have been considered and elaborate plans drawn for them—most of them proposing to utilize existing streets by widening them and acquiring more acreage in the immediate vicinity of the building; but within the past year there has developed with the advice and

Elysées of Paris, and in the erection of monuments, statues, and, later, in the building of new public structures. A preliminary order has been introduced in the Common Council for the beginning of this work, and is now before the Board of Public Works. Public interest in the undertaking, stupendous as it is, is expected to induce favorable action and the necessary bond issue to make possible the full development of the plan. It is not an achievement to be effected in the immediate future; it will require years for its completion. The expense connected with it will be so distributed as to include the appropriations for public improvements for many years to come.

Without attempting a detailed descrip-



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ST. PAUL AND HARRIET ISLAND, FROM HIGH BRIDGE

counsel of Mr. Cass Gilbert, the architect of the capitol, whose name will ever be associated with it, a plan new and novel in its conception, and involving the creation of an entirely new boulevard or great mall, leading to Capitol Hill and at right angles to the main entrance, extending from a point of great general traffic, now known as "Seven Corners."

The present plan, fully illustrated with detailed drawings by Mr. Gilbert, represents a crystallization of the years of effort and the consideration of many avenues of approach. It is comprehensive, and if carried out will entail the expenditure of many millions of dollars in the purchase of property, in the transforming of that property into an avenue that shall approach in beauty the famous Champs

Élysées of Paris, and in the erection of monuments, statues, and, later, in the building of new public structures. A preliminary order has been introduced in the Common Council for the beginning of this work, and is now before the Board of Public Works. Public interest in the undertaking, stupendous as it is, is expected to induce favorable action and the necessary bond issue to make possible the full development of the plan. It is not an achievement to be effected in the immediate future; it will require years for its completion. The expense connected with it will be so distributed as to include the appropriations for public improvements for many years to come.

Without attempting a detailed descrip-

tion of the plan, much as it deserves such detail, a general survey of it may be made, which will convey to the reader an idea of its proportions. "Seven Corners," so called because of the juncture of several streets, located in one of the busiest sections of the city and the center of a great percentage of its street and trolley car traffic, is to be the starting point of the proposed approach or mall. In a straight line from the capitol it is about seven-eighths of a mile in length. In homely phraseology the mall will be of bottle shape, the neck of the bottle being at Seven Corners, where the width will be about 140 feet. Gradually widening from that point, at the Capitol the boulevard will be more than 200 feet wide. Practically every block of the property to be acquired



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PLAN OF CAPITOL BOULEVARD



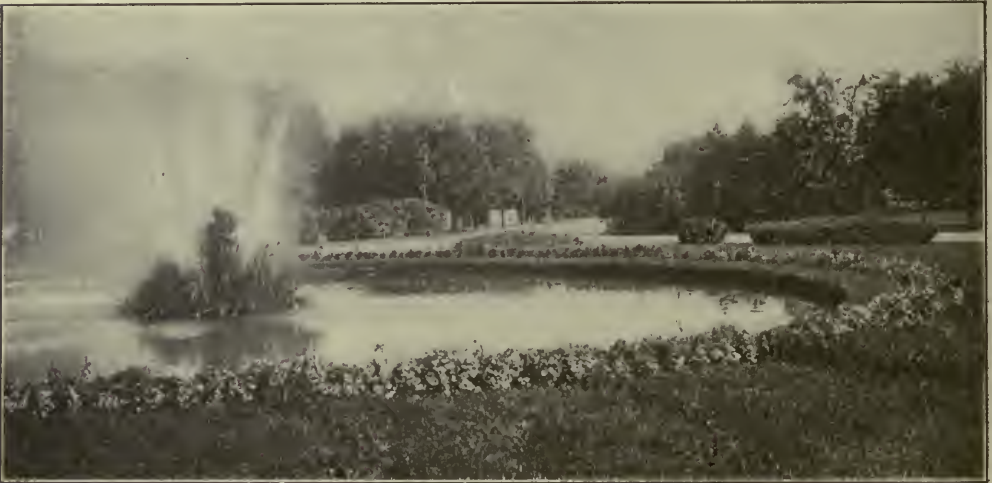
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PROPERTY REQUIRED FOR CAPITOL BOULEVARD

is at present privately owned and used either for stores, warehouses or residences. They must be acquired by purchase. No present street or alley-way can be utilized except as crossed by the thoroughfare. About midway between the capitol and the starting point the boulevard will pass through or be a part of a great square formed by the converging of several streets, in the center of which it is proposed to erect a monument to the memory of Minnesota soldiers and sailors of the Civil War. There will be terraces, balustrades, statues and other fitting adornments. About this square it is hoped that some day many public edifices will be erected, such as the city hall, courthouse,

capital cities well worth imitation. The mere fact that such elaborate plans have been given serious consideration is evidence of the fine degree of public spirit that exists in St. Paul, and has already widely advertised the city as one that is competent to see large opportunities, and brave enough to try to take advantage of them.

No story of St. Paul would be complete without a reference to the organizations that have been for years devoting themselves to the very best interests of that city.

Civic pride is of a high order in St. Paul and its business men are alert and pull together in all public undertakings. They are generous to a marked degree.



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THE FOUNTAIN, COMO PARK, ST. PAUL

library, museum, and federal buildings. The treatment of the entire mall will be most artistic, with two rows of shade trees on either side, a principal broad thoroughfare for light traffic with broad pavements for pedestrians between the trees and the buildings facing them. It is proposed to make of the mall the distinctive avenue for theatres, retail stores, restaurants—in fact, everything that a fashionable mall might include. The possibilities for its beautification are almost unlimited, and, as previously indicated, when completed it will provide for St. Paul a distinctive feature that has at present no counterpart in America.

When St. Paul shall have solved the problem of a proper approach to the State House it will have set an example to other

During one summer only a few years ago nearly a million dollars was raised by popular subscription for the erection of two great edifices, one a mammoth convention auditorium and the other a stately cathedral, contributions generous in their proportions being made for the latter regardless of affiliation with the denomination which it represented. The Commercial Club of St. Paul is distinguished among organizations of its character for the diversity of its activities and the zeal with which it carries out any great undertaking it assumes.

It was at a popular meeting held at the Commercial Club December 12, 1903 that Mr. Cass Gilbert first presented tentative suggestions for the adequate approaches to the new Capitol. He himself regarded

them merely as a "dream," so one of the reports of the Committee reads. They were, however, taken seriously by many, and when given publicity were cordially received. Closer study of those plans strengthened the conviction that Mr. Gilbert had presented a project peculiarly adapted to the city, one which made happy use of several features of its arrangements, and one that would serve the convenience of its people as well as provide a suitable setting for the capitol. The conviction also grew that the realization of this "dream" was within the bounds of possibility. It was largely due to the zeal of the Commercial Club that the Capitol Approaches Commission was organized and has so persistently labored to bring about

exploitation of the things that St. Paul does and that it proposes to do. Through this Bureau there have been sent to the newspaper and magazine press of the United States hundreds of thousands of columns of reading matter so prepared as to secure its ready publication in newspapers in all parts of the United States. When the new auditorium was completed three years ago, announcements of the fact and its particular advantages as a meeting place for great national conventions were spread broadcast all through the United States, with the result that the St. Paul Auditorium is now probably better known than any other auditorium of a similar character, excepting possibly Madison Square Garden in New York.



COMO PARK STATION, ST. PAUL

the result desired. The Commercial Club is, as it should be, a clearing-house for all promotion projects. There are other organizations that are carrying out specific lines of efficient service. There is a Traffic Bureau, and a Business Association devoted almost exclusively to inducing new manufacturing plants to locate in St. Paul. This particular organization recently financed the erection of the beautiful new Hotel St. Paul. It, with the other organizations, is now urging the erection of a mammoth new union passenger station. Then, too, there is the Consolidated Publicity Bureau, an organization which, in its objects and in its conduct, is different from almost any other organization in America in that it has devoted itself exclusively to acting as an agency for the

The desire for local improvement has found expression in the organization of the usual number of improvement societies, all of them accomplishing the things they set out to accomplish and working toward the general result of making a home center attractive and healthful, in truth a place to be loved by all its dwellers and attractive to all those in search of an ideal community for the investment of capital and labor.

But St. Paul has one distinctive organization that is worthy of more than passing notice, for it is organized along broad lines, and is acting as a center through which all agencies, zealous for the esthetic, artistic and educational development of the city, may work together, join in discussion and unite upon general policies for pro-

gress and achievement. In 1908 there was organized the St. Paul Institute of Arts and Sciences, similar somewhat in its organization to the well known Pratt Institute of Brooklyn, but which its enthusiastic supporters are claiming shall some day exceed in usefulness that splendid organization. It had its origin in the desire of a number of citizens "to promote the intellectual and scientific growth of the city to a degree commensurate with its material development, to stimulate all the activities which make a city better to live in, and to promote a higher standard of citizenship." This movement began in 1907 in a suggestion by Dr. Arthur Sweeney to Mr. Charles W. Ames of a course of free lectures on hygiene and sanitation. The preamble to the articles of incorporation of what was first known as the Institute of Science and Letters reads as follows:

"Its purpose is to promote among all classes of people the knowledge and enlightenment which are essential to right living and good citizenship. It will seek to accomplish this purpose through lectures, instruction classes, publications and other means designed to stimulate interest in the practical arts, hygiene, literature, history, the fine arts, economics, government and all departments of arts and sciences, but without sectarian bias or political partisanship."

During the first year eight free lectures

were given at the "Peoples' Church" with a total attendance of about 9,000 persons, and during the next season in coöperation with the School Board the number of lectures was materially increased. The Institute of Sciences and Letters was a private enterprise carried on for the benefit of the city by the contributions of a few public-spirited men. Out of its successful operations sprang the present organization, different in scope and "as broad as the city itself." This was to be an organization which should bring together all the intellectual activities of the public, all the collective artistic, musical, literary, and educational work, which should enlist the support of the entire community, enabling each person to contribute in proportion to his means and interest, and all to enjoy the opportunities and privileges of united effort. The Institute as now constituted was incorporated in April, 1908, and since that time has been carrying out a program of lectures, concerts, recitals, art exhibits, and, through department sections, actual courses of study that are surprisingly comprehensive, and have enlisted the interest and active participation of thousands of the people of St. Paul who might otherwise have been denied the opportunities for development in the higher things of life which are so richly secured to them by the Institute.



What Ails Pittsburgh?

A Diagnosis and a Prescription

By Richard S. Childs

I have never been in Pittsburgh. If I were a resident of that city and active in its politics I would be unfitted for this task. I would be unable to see the forest for the trees. But from my eyrie in a New York skyscraper the scene assumes clearer perspective, and, free from the distractions of a nearer view, I can look calmly upon Pittsburgh as a problem in political science.

For there is such a thing as political science although the lawyers and politicians who design city governments rarely realize it. It is in the same position as the difficult profession of advertising; any amateur thinks himself competent to prepare and publish advertisements with no instructor but his own common sense. So also, when the charter revision commissions convene, it never occurs to the members that a college professor of political science can lay down for them some fundamental considerations that otherwise would never enter their heads!

Pittsburgh has evidently been in trouble. The graft indictments are not in themselves troubles; they are only the consciousness of pain that betokens convalescence. The gist of their significance is that the city government represents the politicians rather than the people. The Pittsburgh Survey, another incident of progress, has shown that the government does not truly represent the interests of the people, and has scant vision of their needs—a fact which likewise indicates that Pittsburgh is governed by and for politicians.

If this is correct, (and I doubt if anybody but a Pittsburgh politician would deny it), then Pittsburgh is governed by a minor fraction of its people. Perhaps three per cent of the people are politicians, and that three per cent control the government. Three per cent may be a little more or less than the actual proportion, but it is accurate enough for our purpose. The point is that it is certainly not ninety per cent

nor thirty per cent, nor even ten per cent. It is a very *insignificant* fraction of the people which rules Pittsburgh. Under the present scheme of government, as worked out in ample practice, Pittsburgh is ruled by an oligarchy.

Our little problem in political science is not how to devise a new charter that will keep the oligarchy from being anything but an *honest* and *beneficent* oligarchy; it is to devise a charter that will produce *democracy*,—control by the people,—a government that will eagerly cater to and anticipate their lightest wish. The 97 per cent of Pittsburghers who work in the steel mills, or supply the needs of those who do, must be made real masters of the city government.

The reason they are politically ineffective now is not because they are content with corrupt government, but because to be effective now means so much work. Citizenship in Pittsburgh is a profession. Economic forces keep practically all men under pressure to exert their maximum efficiency in gainful occupation, and thereby automatically disbar them from the unpaid profession of citizenship. To be something more than a blind rubber stamp for the party on election day means the expenditure of energy which, if devoted to money-making, would bring a man a better home for his family, a better schooling for his children, better food and more fun in life.

Any scheme of democracy that depends for its success upon "waking up the people" so that they will all give continuous instead of sporadic energy to political matters will fail. Even at the millenium duty to the family will precede duty at political headquarters. If citizenship must remain a profession there is no hope of inventing a practicable form of democracy.

Fortunately, however, citizenship need not be a profession. It can be simplified so thoroughly that the 97 per cent, in their

scanty, spare time, and with their slight surplus of energy, can and will master it instinctively and without conscious effort.

Citizenship is a profession in Pittsburgh in so far as getting the information requisite for an intelligent vote involves considerable effort. There are so many elective officers to watch that the voter simply does not watch them. The newspapers cannot and do not cover the field. In the weeks before election the voter will hear almost no mention of some of the candidates. He will receive no visits or circulars from them, and will often vote on election day without even knowing the names on his ballot except that of the mayor. To get a better knowledge he must "go into politics" and become a politician—a member of Pittsburgh's ruling class. Unless a voter is to rely on mere local political gossip he must make many friends, learn "the ropes" and spend many profitless nights and days in party conferences before he can "get it straight."

City Councilors, for instance! There are two legislative bodies in Pittsburgh. The Select Council has 27 members, the Common Council 40. The total power of these Councils is large, but it is so subdivided and frittered away that an individual Councilor is of trifling importance. The office neither attracts good candidates by its opportunities for public service, nor attracts enough public attention to enable such a candidate to get a hearing on his merits. Be he good or bad it makes little difference. The people flatly refuse to disturb themselves over such a trifle. The eyes of the public will follow the limelight, and these little places get no light. So Pittsburgh's bosses nominate good Mayors and bad Councilors, for the public steers its own course in the light, but is easily misled in the shadows.

There are other naturally-obscure elective offices in Pittsburgh—little overshadowed administrative posts that infringe upon the proper responsibilities of the Mayor. There is no public debate over them. The people hear little or nothing said about the candidates for them. Only the politicians know what the nominations mean; and the people, for lack of knowing anything better to do, let the politicians have their way.

Our problem in devising a democratic charter for Pittsburgh is to abolish all obscurity and mystery from the political work of the people. Popular participation must

be made simple, plain, easy, free from the elaboration that now necessitates complicated "machines" and puts full citizenship beyond the strength of the average voter.

The Des Moines plan has been suggested—government by a small board of men who appoint all the others. It is ideally free from obscurity. It would result in the election of men of the type of present Mayors. They would suffer less from the political pressure now exerted upon Councilors and other minor officials after election, because they would be conspicuous enough and important enough to secure a hearing from the public if they chose to appeal for popular support over the heads of the bosses. (Imagine a little Common Councilor appealing to the people and trying to get a hearing in his district!)

The Des Moines commission plan, however, has never been tried in a big city, and a big city would present a difficulty which thus far the plan has not faced, namely, the huge expense of campaigns. To make 300,000 people stop, look and listen, takes money for advertising and hire of halls. No one but a millionaire could run independently under the Des Moines plan in Pittsburgh, and a millionaire can rarely overcome the anti-kid-glove class feeling of the masses. Accordingly the backing of a long established political machine, big campaign funds and a standing army of workers would remain essential to candidates; and these machines, not the people, would continue to govern Pittsburgh. To be sure there would be instant gain in efficiency through the unification of powers as compared with the present irresponsible ramshackle. And the hold of the politician would be far less sure because, just as with present Mayors, the Commissioners simply could not withstand the concentrated pressure of public opinion when the people got excited over a specific act.

Moreover, the commission plan is unrepresentative, and although Pittsburgh's municipal activity is probably ninety per cent pure business, enough remains to demand provision for an accurate mirror of popular opinion somewhere in the government. A small commission cannot possibly be sensitive to the wants of every element of a big cosmopolitan city.

Therefore I will sketch a still better plan, the one and only plan for the government of large cities that has been widely success-

ful. It is in use in every city of England, Scotland, Australia and New Zealand, and with modifications in France, Germany and Canada — everywhere in fact where there is democratic city government at all outside the United States.

From the present list of city officials that are chosen by popular vote, remove all except the Select Council. ("That Council!" I can hear Pittsburgh snort at the notion). This Council is to be chosen singly from districts and have no salaries; to have power to hire a Business Manager for the city (salary \$25,000) who shall perform all the business of the city, relating to streets, sewers, schools, finance, health, docks, charities, water, law, fire, parks, etc., appointing all subordinates, subject only to the usual civil service rules, creating or abolishing offices as needed. He shall make up the annual budget and propose all bond issues; the Council may reduce but not increase his proposals. This is to make log-rolling in the Council awkward. His term shall be indeterminate, and he shall be removable by the Council only by two-thirds vote on written charges of inefficiency and after a full hearing. He shall be the servant of the Council, which alone determines policies, approves expenditures and levies taxes.

The Council shall also choose a Chief of Police to enforce its ordinances and the state laws except those relating to liquor selling and vice. These shall be left to be enforced by a special city-paid wing of the state constabulary under an officer appointed by the Governor. The "liberal" element that wants these laws disregarded must then campaign to change the laws, and the state party that passed these laws will have to sustain the onus of their enforcement. This removes the whole poisonous issue from city politics and puts it where it belongs.

The Governor shall also appoint the head of a local Bureau of Municipal Research which shall audit the city books once a year and as much oftener as it pleases, having power to compel testimony, examine contracts before they are made and publish its findings and recommendations. It shall also conduct the Civil Service examinations and provide the eligible lists for the use of the Business Manager and the Chief of Police.

Franchises are to be drawn by the Business Manager and approved by the Council.

If any citizen challenges the franchise within sixty days and deposits \$5,000 with his challenge, it shall be laid before the people at the next election, the \$5,000 to be forfeited to the city if less than 25 per cent of the votes support the challenge.

Nominations for member of Council are to be made by forfeit as in New Zealand and parts of Canada. The office-seeker deposits \$250 with the city authorities ten days before the election and without further formality has his name printed on the official ballot. He loses the money if he fails to get 25 per cent of the votes. If only one candidate appears he takes office without an election. If none appears the previous incumbent holds over another term. The forfeit prevents frivolous nominations, and, as it is not demanded until after a candidate has been some time before the people, he will know, or ought to know, whether he is a serious factor in the contest. If he isn't he will drop out. If he is it costs him only ten days' interest on \$250. A petition is much more expensive and means absolutely nothing.

City employees should not vote in city elections; their interest is too keen. The Business Manager can then order them to work eight hours a day without fear of retaliation.

The gist of the whole plan, the one thing that is essential to its success, will become apparent on election day. Instead of the bulky sheet that asks a lot of foolish conundrums such as "who shall be Coroner?" the voter will find a ballot the size of a post card containing three or four names from which he is to select one. Here is such a ballot from England:

BALLOT PAPER

1	<p style="text-align: center;">NETTLEFOLD</p> <p>(John Sutton Nettlefold, Winterbourne, Edgbaston Park Road Edgbaston, Gentleman).</p>	
2	<p style="text-align: center;">TUNBRIDGE</p> <p>(William Stephen Tunbridge, Rocklands, Woodbourne Road, Edgbaston, Solicitor).</p>	

See how simple it is? The laziest voter will vote that short ballot intelligently. There is no party label on it; the voter doesn't need one. The voter is voting here for a man, not for a label.

If, for instance, the Council were elected at large from the whole city, the whole plan would fail. For the voter would

have to make 27 selections instead of one; he would have to accept guidance, and he would be misled for lack of the light to enable him to see for himself where he was going. A non-partisan ballot in such a case would have a hundred names, and would be a meaningless labyrinth except to experts in citizenship. The voter would require a ticket ready-made for him, thus delegating his functions blindly to the ticket-makers as he does regularly now.

But on a short ballot basis, as proposed, the voter is a complete citizen. It will be hard to mislead him in the daylight. It will be hard to make him vote for a man he doesn't like on that short ballot. Imagine the humble steel foreman welcoming the candidate in person into his tiny living-room, accepting the cigar with a mental note of the candidate's self-interest in offering it, and listening (as he did to the other man the night before) to the arguments that seek to reach his dormant dreams of what a people's city might do for his children and himself! Could the candidate buy the vote? Sometimes perhaps; but to buy a majority and keep it bought would cost too much, and would be utterly impossible to conceal against the operation of a corrupt practices act. Can you see the voter, who used to vote Republican regularly because a friendly politician asked him to, surveying the candidate, comparing him with the other candidate, asking pointed questions that the other candidate had set him thinking about, and taking a judicial attitude, secretly pleased with the importance of his own opinion? Can't you see him afterward "talking back" to the politician who wants him to support the fellow that has "always been loyal to the party," and saying "That new man seem pretty good; don't you think you need a stronger candidate than you've got, to beat him?"

Advertising and brass bands would count for less. Money would not be essential to the success of the right man. Laboring men could try it. It would be refreshing to see them in the Council. They ought to be there. There would be a few Socialists there too, and some retired capitalists from the silk-stockings wards and a lot of common honest citizens who were never in the City Hall before.

This Council would not comprise the best brains of the city. It would make mistakes, honest mistakes. It would often show ignorance and stupidity, but it would be capable of being set aright by patient reasoning. It would be a fairly accurate reflection of Pittsburgh with all Pittsburgh's faults and graces; and it would be prettier to look upon than the government of the past, which has not reflected any remote resemblance of Pittsburgh, for 99 per cent of Pittsburgh is honest and useful. It would not be like the present Select Council, although elected from the same districts. It would be dignified by its vast powers, put in the limelight by its sheer importance, reported fully to satisfy natural public curiosity, talked about in home and street! Perhaps it will help take the old taste out of our mouths if we give it a new name such as "Board of Directors."

That's what self-government would look like—the voters *selecting* as well as *electing* the men who are to be their servants! No machines, no professional citizens! Every voter "in politics" because of that short ballot! The candidate actually dependent for his success upon the decision of the fully-informed voter as they sit face to face in the voter's home! How many Pittsburgh politicians, or Pittsburgh reformers either, would trust the voter to give the answer that was for his own best good? There is democracy, rarely seen in America. Dare you try it?



Energizing Easton

By Glenn Marston

Town boosters are of two kinds—those who throw their hats in the air and shout “hooray for the big town”; and those who hang their hats behind the door and go to work. The members of the Easton Board of Trade belong to the latter class. Easton is a Pennsylvania city with a population of some 35,000, and up to two years ago there was nothing about it to distinguish it from other cities of the same population. Then came the renaissance of the Board of Trade.

There are schemes innumerable for coaxing the unwary infant industry to locate in “our town,” and there are innumerable industries ready to be coaxed for a consideration. The business men of Easton knew of most of these schemes, and had observed the frequency with which the ordinary “assisted industry” finds itself best conducted by a receiver. The Easton Board of Trade set out to formulate a plan which would be attractive to worthy industries, while keeping the unworthy ones out, and at the same time impose the least possible burden upon the local men behind the Board of Trade.

They decided to create a guarantee fund of \$500,000. Today \$600,000 is subscribed to that fund, which shows what Eastonians think of their Board. The Easton plan is unique in that it requires no cash outlay on the part of the Board of Trade except in case of bankruptcy of the assisted industry, and the Board is careful not to deal with concerns or individuals whose past records do not justify the highest confidence.

The business interests of Easton have agreed to back the Board of Trade to the extent of \$600,000. This money is not paid

in, but is furnished by the associated banks as a loan to the new industry, generally for the purchase of land or the construction of buildings. Bonds, secured by a first mortgage, are issued for this amount. The bonds are given to the associated banks as collateral to the note of the assisted industry. The trustees of the \$600,000 fund, having a power of attorney from each of the guarantors, endorse the note of the new industry. The note thus becomes a truly gilt-edged security available and desirable for all the purposes to which the best commercial paper is put.

If the new industry meets its obligations

the guarantors are eventually released without expense; if an industry fails the collateral security is exhausted first and the guarantors are then called upon to pay their proportionate share under the agreement. Should an industry that had been loaned \$80,000 fail and its

property have to be closed out for say \$50,000, entailing a loss of \$30,000, the assessment would be as \$30,000 is to \$600,000, or only 5 per cent on the amount subscribed by each guarantor.

It may be wondered how these guarantors are themselves sure to make good on the sums they subscribe. When the financial scheme was first outlined a committee of bankers, representing all the banks in the city, was appointed, and no man was asked to subscribe until these bankers had approved of his name and the amount it was proposed to ask from him. The subscribers and their subscriptions were practically decided upon by this committee before they (the subscribers) knew anything about it, and the spirit of progress in Easton is well indicated by the fact that the final list



A SUNDAY BAND CONCERT, EASTON

came back after the work of the soliciting committee in practically the same form in which it left the bankers' committee.

So far the guarantee fund is intact. During the past year the Board has refused assistance to over 100 concerns seeking to locate in Easton. The sheep and the goats are separated before Easton has a chance to be contaminated with unstable industries. The growth of the city under the fostering care of the Board of Trade is to be of the most substantial character. In addition to keeping out the undesirables, the Board has secured the location of seven new firms in Easton without impairing the guarantee fund in any way.

The Easton Gas and Electric Company presented the Board of Trade with a huge electric sign which burns the words "Easton, City of Resources" into the minds of the passengers of eight railroads passing through Easton. The sign is expressive of the spirit of the Board of Trade. Its work is to show Easton as it is, not a community of shouters, but of actual resources backed by the ability of sound business men in every walk of life. Says President Drake:

"We propose to do our work on the actual advantages presented by the city. We are doing this without any free deals or bonuses; and with the idea that we have nothing to give away. We have resources for use, capital to loan, and facilities to work



To quote Fred R. Drake, president of the Board of Trade:

"The guarantee fund is really a credit club, wherein the bankers of the city are the committee on admissions and name the price at which a man may join. Nowhere in the United States has a fund been raised of such an amount as ours in proportion to the population."

Easton has a satellite—Phillipsburg, N. J.,—and the friendship between these two places should be a shining example to many other "cross-creek" towns all over the country. There is no patronizing spirit toward Phillipsburg, nor is there any jealousy toward Easton. The two cities form one big industrial community of nearly 60,000 people, and it is felt keenly on both sides of the river that an advance in one city will reflect itself in the other. There is a keen spirit of coöperation which has been equally beneficial to both cities.

with. This is not a free gift scheme we are working—we are basing our claim for growth on actual advantages, and are handling our campaign as any good mercantile house would conduct its sales."

But it is not to commercialism alone that the Easton Board of Trade applies itself. It has committees devoted to internal improvements of all kinds; and the beautification of the city, as a necessary part of its general welfare, is not lost sight of. The first public park in Easton dates back to 1764, when Thomas and Richard Penn deeded the present Center Square to five trustees, who, together with their heirs and assigns, must give each year on the first of March, as rental,

"One Red Rose for the same, or value thereof in coin current according as the exchange shall then be between our said Province and the City of London."

From this beginning Easton's park system

has grown until it may well be the city's pride. The parks are now six in number, not including the forty acre campus of Lafayette College, which is used freely by the townspeople. Center Square now contains a great soldiers' and sailors' monument which is brilliantly outlined in electric light at night, while in the morning the square is used by farmers and others as a public market, thus making it undoubtedly the most frequented bit of greensward in the city.

Perhaps the greatest transformation in recent years is that which has brought Riverside Park into being. A few years

Two of the most frequented parks in Easton are those maintained by the street railway companies. Situated on the Lehigh River, Island Park is reached by a delightful river-bank ride which terminates in a large, clean picnic grove, augmented by the usual attractions attendant upon street railway parks. Bushkill Park, to the north of the city, on Bushkill Creek, is laid out with consummate skill so as to provide ample room for both walking and driving. It is equipped with boathouses and a huge dancing pavilion the dimensions of which run up into the hundreds of feet. These parks are particularly popular in the evening



BALLFIELD, BUSHKILL PARK, EASTON

ago a public dumping ground, it is now one of Pennsylvania's beauty spots. Skirting the Delaware, whose encroachment is prevented by a substantial but unostentatious retaining wall, it is full of charming walks and bypaths. The garbage problem has been solved by the establishment of an incinerator of 35 tons daily capacity.

The most notable feature of Easton's park system is the location of the parks so that they give no hint of limited area. A visitor to Nevin Park, for example, is not only delighted by his immediate surroundings, but he may look for miles up and down the Delaware at scenery which has become famous through the medium of that mystifyingly prosaic and poetic combination—the railway folder.

when the lavish lighting, serving only to deepen the darkness of nature's innumerable cozy-corners, far outshines anything attempted in the municipal pleasure grounds.

There may be an inclination to refuse credit to the Easton Board of Trade for the recent park improvements and the new garbage disposal plant; but it is safe to say that if it were not for the civic awakening which was a direct result of the resuscitation of the Board of Trade, and the tireless efforts of C. A. Morrison, the Board's new secretary, Easton would be neither as beautiful nor as progressive as she is today.

The financial scheme of the Board of Trade is calculated to bring new business interests to Easton with the least possible

drain on local capital; the Board's work in bettering the city government will go still further toward making the city attractive to outsiders; and the general tone of the city

forces even the casual observer to note the happy choice of a slogan word which applies equally well to the people and the place—"resources."

The American Federation of Arts

On May 17, 18 and 19 a distinguished and very interesting group of people met in the parlors of the New Willard Hotel, in Washington, the occasion being the first annual meeting of the American Federation of Arts. Men and women of prominence in architecture, painting, sculpture, the drama, literature, civics, philanthropy, and business met there under the common impulse of a more complete expression of the best there is in our common life. From the words of welcome by Secretary of the Treasury MacVeagh to the closing address there was to be found a new note for art in America, particularly in American cities, and that note was throughout hopeful, promising, democratic.

The speakers were George de Forest Brush, Ralph Adams Cram, Percy MacKaye, J. Horace McFarland, Hon. Charles D. Walcott, Hon. James L. Slayden, Glenn Brown, Edward T. Hartman, James P. Haney, James W. Pattison, F. Allen Whiting, James F. Hopkinson, T. Lindsay Blayney, Hon. Francis G. Newlands, Hon. John Barrett, Edwin H. Blashfield and Mitchell Carroll. From all that was presented it will be impossible here to cull more than a few ideas from those speakers whose discussions came most nearly within the field of The American City.

Secretary MacVeagh pointed out the many attractions of Washington and urged the importance of making it, as a city, the leading exponent of the things for which the Federation stands. "This will be a great help, for it is a favorite notion of mine, which nobody seems especially eager to exploit, that it is most important for the whole nation that Washington should be a model city, a standard city, a city that shall work out and establish the standards of the municipalities of the country; and it can be done so easily.

There is unlimited means to begin with; there is the absence of many of those political difficulties which, in the ordinary city, block such movements; the way is clear, and there rests upon the National Government, it seems to me, the responsibility of making this city a model city."

Individual artists will get along very well by themselves, but the significant thing is that the Federation stand, consciously or unconsciously, for the universality of art. "It is when art becomes spread out all through our lives, all through the life of the community, that it becomes a wholly human thing."

Possibilities of the Civic Theater

Mr. Percy MacKaye's exposition of the civic theater and his carefully detailed plan for its development was notable. Men and women are no longer content to individually dream beautiful dreams; they seek practical means of realizing them through coöperation. "Now one of these splendid dreams is the redemption of our national leisure. Many vital civic movements are occupied with redeeming the vicious conditions of our working hours; but very few those of our leisure hours. Yet for the very reason that our people are perhaps the busiest in the world, it becomes a national concern that their leisure be filled with joyous, regenerative influences, that their labor may be justified in its fruits."

As an indication of the slowly developing change in the trend of things Mr. MacKaye quoted from Miss Jane Addams' "The Spirit of Youth and the City Streets," to the effect that the banished pleasures have become commercialized and that the very yearnings of the people cause them to confuse joy with lust and gaiety with debauchery.

"Now these things which Miss Addams mentions—the mystic beauty, the redemptive joy, the civic pride, inherent in American youth—these things above all are the objects to which we seek a practical means in the establishment of civic theaters." The civic theater must, therefore, of necessity be the efficient instrument of the recreative art of the community. "Its organization is an organization of artists for civic leadership." The American Federation of Arts, because of its comprehensive nature, should assume the leadership and help provide the American people with an efficient art instrument for the self-expression of communities.

The qualifications of the civic theater are that it shall be independent of commercial competition through endowment, that it shall have the highest artistic standards under the direction of experts, that its policies shall be dedicated to a democratic public service. Its safeguards are the trusteeship of a permanent body of unimpeachable, non-political citizens; or affiliation with non-political institutions or bodies; or organization on the same basis as such institutions; or, in a few cases, trusteeship of the federal government.

The scope of the civic theater involves the whole recreative art of the community and it, therefore, involves both the sociological and esthetic aspects of recreation. Aside from the theater there are several movements involving community leadership in recreation. "Some of these are amateurish and groping; others are highly expert and efficient. All, however, are hampered by the fact that, even when efficient, they are not expert in an art adequate to give full and rounded expression to the recreative impulses. That art is theatrical art—the art of the drama in its largest scope. Naturally, however, that art has been ignored by those civic movements because it is already organized on a non-civic basis, and is not available to the purposes of the civic worker for popular recreation. Hence the vital need of the civic theater—to place that great central art of the drama permanently at the focus point of all recreative interests, correlating all under the artistic leadership of non-commercial experts, no longer of amateurs."

The scope of the civic theater would be

to correlate and include, in addition to the esthetic function of the regular theater, the sociological, esthetic and civic functions of seven or more now uncorrelated movements. These all involve the participation of the people. They are civic pageantry, a wonderful force, but with no technical experts in this country; the educational theater, the education of young people through the cultivation of their dramatic instincts and imagination; the sociological theater, as exemplified in the theater at Hull House; the playground associations, where we find such material as the plays, the folk-games and dances of our gifted immigrant population; the Christmas Play Association, organized in New York for the revival of Christmas plays and miracle plays; church festivals, everywhere taking place but always hampered by amateurishness; outdoor plays, such as those conducted by schools and colleges. There are minor activities such as the dance, pantomime, ballads and choral songs. The potential art contained in all of these makes up, Mr. MacKaye thinks, the drama of democracy, and its proper technical instrument is the civic theater.

Beauty a Civic Asset

Mr. J. Horace McFarland treated of civic art as relating entirely to community efficiency, to conservation as it relates to human activities. As Prof. Letherby says, "Art is the well doing of that which needs doing;" but we may also define it as the practice of city making for the highest good of all, "for community and individual efficiency, so that there may be created that virtue, absolutely dependent upon love of city and country, which we call patriotism, which is the soul of our national hymn, which we sing while we are scratching the very eyes out of the rocks and rills, and breaking into bits the templed hills." The crusade we are waging is as William Morris says, to make the contrast "less disgraceful between the fields where the beasts live and the streets where men live."

In America we go at things backwards. The water-fronts, one of our best assets, we ruin with the same system with which in Europe they preserve them. "The ripened civic art of Europe is nowhere better shown than in its water-fronts and the

water approaches. Consider, for instance, Stockholm, with the Royal Museum, the Houses of Parliament, the Royal Palace, and the greatest hotels and theaters, all grouped along that arm of Lake Malaren which gives access to the Baltic." Europeans develop their water-fronts in this way because they have learned the money and social values of such things. We spoil all such advantages and "when we look at the approaches to such cities as Hoboken, Newark, New York, Philadelphia, Camden, and realize that the residents of these prosperous communities take the money made in making ugly their water-fronts with which to travel abroad to see beautiful water-fronts, we are confronted with a most incongruous and uncommercial point of view." One hundred and seventy millions of dollars of American money is spent in Paris every year, mainly because Paris is beautiful. Ex-Mayor McClellan has well said that healthy, wealthy and wise cities excite pride, "but it is the city beautiful which retains the love of her people."

We must learn fitness in all we do. Not only must a building be architecturally fitted to its function but it must be fitted to its environment. We build city buildings in the country and country buildings in the city, thus making of all our developments a hopeless jumble. Horrible examples are numerous, but "examples of better thought in this respect are seen in the Bethel public school in Ohio, in the charming library in Sunderland, Mass., and even in the little post office building of Biltmore."

Our best buildings are erected only to be ruined by the juxtaposition of buildings of bad design, billboards, smoking chimneys and dirty streets. To avoid all this requires careful planning. In Biltmore we may see evidences, even in this country, of what thought will do in the "planning and design in the curved and beautiful streets, in the arrangement of sidewalks and trees, and in the proportioning of space along the highways."

"Civic art implies proper parks in a community, and these parks ought to be approached in a pleasing and dignified fashion. A model is the approach to the Arnold Arboretum, a part of the Boston park system, and another is in the ap-

proach to Putnam Park at Redding, Conn., where a colonial block-house has been used most interestingly. In contrast we see with regret the way in which a park entrance in Philadelphia has been taken advantage of by some purveyors of beer." Our best efforts have, on the whole, been put into our cemeteries. "We are shy on parks, but strong on cemeteries, in careless, illogical America."

Poles and wires, smoke and billboards are the nuisances which do most to mar American cities. The worst of the three is the billboard nuisance. "It is pervasive, intrusive, impudent, defiant and law-breaking. Most citizens do not need to be restrained from doing a wrong thing when once they know it is wrong. The billboard man looks upon law, or public sentiment, or the privacy of the home, or the dignity of the state, or the evidence of patriotism in a nation as expressed in memorials, only as so much potential publicity of his particular kind. He has intruded with our flag on the Isthmus of Panama; he has done his best to minify the beauty of Niagara Falls; he shows his ugly presence, as Dr. Eliot puts it, from the battlefield of Lookout Mountain." The best regulation of this nuisance will come from the individual citizens who assert the as yet one unassailed individual right of buying nothing advertised in a way of which he does not approve.

Our best example of foresight in city development comes from George Washington. "It was his prescience and singular ability which prepared for us the plan of a capitol building suited well to a nation of a hundred million, at a time when that nation was a poor struggling handful of barely three millions." We must make it clear to our representatives in Washington that we want the best plans for the development of Washington carried out and that we expect it to be the best exponent of civic art in the entire country.

"Civic art rests, after all, on city planning. City planning will provide the proper details for a city's needs and health and happiness. It will stop eventually heterogeneous and incongruous building; it will promote prosperity and stimulate civic pride. Let us, therefore, who believe in civic art, each strive to make that art efficient by insisting, so far as in us lies,

upon the use of concrete city planning in every possible instance."

Our National Art Expenditures

Mr. Glenn Brown pointed out that few people realize the magnitude of the national government's interests in art. "It owns or controls such great natural parks as the Yellowstone, Niagara and Gettysburg; such national reservations as the cemeteries and army posts from Maine to the Philippines." There is the government's interest in the planning of such cities as Washington, Manila, Baguio and many of the new western towns; its interest in architecture in connection with the legislative, executive and judicial buildings in Washington, custom-houses, postoffices, courthouses, army posts, marine hospitals and in such educational institutions as West Point, Annapolis and the graduate schools at Washington, Newport, Fort Monroe and Leavenworth. In addition "the government has been generous in erecting monuments and statues to its

great men in Washington City, on the battlefields of the Revolution, the Civil War, and in the national cemeteries. These should express our respect and veneration for the country's patriots, and exemplify the highest type of art in our time."

"Buildings, monuments and sculpture are the records by which future generations will measure our enlightenment, cultivation and good taste; therefore only the best talent of our time should be secured for those expressions of our generation."

The federal government since its foundation has expended more than \$500,000,000 on art. Its responsibility in the past has been great, and that in the future it will be enormous may easily be seen. Appreciating this both houses of congress have passed a bill establishing a Fine Arts Commission.

Mr. Brown outlined and urged the importance of many of the plans which will, if properly carried out, make of Washington a world model of civic art.

The Fourth Annual Play Congress

By Harriett Lusk Childs

The Fourth Annual Play Congress just held at Rochester, N. Y., was unique in many respects.

At the evening sessions in Convention Hall a grateful departure was made from the conventional platform arrangement; for, instead of the usual conspicuous grouping of the presiding officer and the delegation of speakers, there were tier upon tier of happy children massed in white banks to form a dainty, living background, from which seemed to emanate the sweet essence of childhood which permeated and gave a dominant tone to the whole Congress.

The more serious affairs of the Congress—the reports, the discussions, the addresses—were interspersed with personal touches of the children for whom we labor. One of the many surprises of the convention was the singing by a chorus of 500 children, giving evidence of the real, effective musical training they are receiving in the public schools. Then the half-hour

of folk dancing, the "How do you do" of the American dance and the swift, graceful movement of the Swedish dance, gave another revelation of the indoor playground possibilities.

On another afternoon the delegates were driven in automobiles to one of the city parks, where a May Day program was given by the children. Again an afternoon was devoted to a musical festival participated in by 1500 public school children; so that the enthusiasm and interest of the delegates were constantly being stimulated by contact with the electric spirit of the children themselves.

Former conferences have dealt largely with the child of school age; this one dealt especially with the girl between 13 and 16; the poor, neglected child who has never really played, who does not want or know how to play, but who, for her physical well-being and her soul's salvation needs wholesome play, needs the principle of team work

with its teaching of initiative. Rochester's effort to solve this problem was shown the delegates in her evening playgrounds and social centers, which may prove a valuable aid toward its solution.

After long hours spent on reports and discussions of visions and ideals, it was a real contribution to the cause of true play for children when the delegates visited some of the schools where they saw hundreds of children assembled at the stroke of the gong, march out to the playground and enter whole-heartedly into play, swinging, teetering, sliding, tossing balls, and team and ring games, to say nothing of the tiny tots making symmetrical sand pies.

Then, too, stereopticon views of Rochester were shown, views of the many parks and playgrounds, and numerous motion pictures of the children at their games using the playground equipment.

In Dr. Gulick's annual address he said that the true principle of playground supervision is not: "Johnny, you do this," but: "Johnny, let's do this together." He further said:

"There are two main things that—words, I might say—which are hurting the playground movement more than anything else. They are teaching and supervision. Somehow the idea of play is not harmonious with direction. Play should be free, or it is not play at all. But what play does need is protection and help. If a lot of little boys are playing together, and a gang of big boys come along and chase them off, for a game of ball, the case certainly demands something.

"In the place of the words teaching and supervision, I would substitute three words, for the success of this movement. They are: Study, promote and advertise."

The whole convention was devoted to "study;" and that the play movement will be "promoted" and "advertised" one feels assured as one scans the list of speakers. They are surely names to conjure with: Dr. Gulick himself, Seumus MacManus, Mary McDowell, Rose Pastor Stokes, Thompson-Seton, Frederic Thompson, and on down the line.

One phase of the recreation problem to which repeated attention was given is the connection therewith of the municipality.

In this respect Rochester is in advance of some of its sister cities. Provision is made in the city tax budget for a certain sum to be expended under the direction and at the discretion of the Board of Education for the support of the playgrounds and for the expenses of the Play Congress.

The Mayor and municipal authorities have lent continual aid to the Chamber of Commerce in the preparation for and handling of the convention, the evening reception to the delegates given by the municipality on the grounds of the University of Rochester being one of the beautiful functions of the session.

The great success of the Congress was partly due to the trained work of the Chamber of Commerce, under whose magic touch all went well, even to the weather. The important factor, however, was not so much the organization, or the eloquence of the addresses, or the personality of the officers and speakers (though all these were powerful), but in the fact, plain and unmistakable, that the delegates have their hearts in this work; that while many had their pet theories or plans or experiences, they had no personal axes to grind. They were only anxious to get the very best out of the convention; not to exploit their own methods or ideas, but to get something valuable to take back to their children, young and old. This spirit of unselfish devotion contains a vast promise for the future.

The impression that the delegates themselves are taking back to their homes is one of earnest, cultivated, able men and women putting their lives into the study and the work of giving the Boy and the Girl a safe place to play. But, after all, the picture that will hang most prominently on memory's wall will be the background of green with white-robed children dancing, running, playing, the great chorus of children singing the music of the grand old masters; and over all and through all the murmur and thrill of children's applause, of their happy voices and merry laughter.

This is Rochester's contribution to a new era of play for the child of today and the child of tomorrow.



Athletics in the Playgrounds

By Henry S. Curtis, Ph.D.

Secretary Child Conference for Research and Welfare

It was more than forty years ago that the Earl of Meath said "The problem of crime in our great cities is mainly a question of athletics." It took the eye of a seer to perceive this forty years ago when athletics were in their infancy; the intimacy of the relation should be more evident now. But it is not merely a question of having athletics, the kind of athletics is also important.

By athletics I mean the common athletic games, such as baseball, football and tennis, and the various field events. There is no uniform type in the playgrounds; consequently, what I shall say will by no means apply to all, and will be a picture of what

to the children than such a playground. There is, however, a company of young loafers in nearly every community who find such a ground quite to their taste. It is a good rallying ground for the gang, a good place to smoke and gamble and tell stories and teach the small boys how to do these things. Such a playground is very apt to become a nuisance to the community. There is no magic in the word "playground" that can turn a vacant lot into a constructive social force. The playground will in general secure only such beneficial results as are planned for and worked for consistently. Neglect alone is sufficient to secure for it many harmful results. There is no inher-



Courtesy of A. G. Spalding & Bros.

THREE-LEGGED RACE IN A PLAYGROUND

is in a few, and what might be, rather than of what is general.

There are those who do not believe in organized athletics in the playgrounds. Their whole thought is to give the children a place to play. They believe that inasmuch as the play impulse is instinctive, that all we need to do is to provide a place, and nature will look out for the rest. They believe also that directed play represses the individuality and originality of the child. This was a natural first thought in regard to the matter. Nearly all the cities have experimented along this line; but strangely enough they have discovered that the children in general make very little use of these grounds when left to their own resources. The traffic of the streets, the adventures in the alleys, the dangers of the freight yard even are far more interesting

ent virtue in a public loafing ground, undirected, or with the corner politician in charge. Probably thirty or even twenty years ago politics would have made the playgrounds a social menace. It is not certain that all our cities have passed that point today.

The first consideration in securing satisfactory athletics in a playground is the person who is placed in charge. He must know athletics, must like children and be able to organize them, and must have social ideals. Without such a person there can be no athletics worthy the name. This has been the weakness of the whole movement in this country thus far. There has been no such trained body of play leaders, and most playground systems have not been willing to pay enough so that men and women could afford to train for the work. But the

day of better things has begun. Last year courses in play were given to the teachers in 67 different cities of Germany, and at least ten such courses were given at various summer schools in this country. The Playground Association of America has just issued an elaborate normal training course for play teachers, and we may hope that there will soon be a supply of play leaders adequately trained to take charge of the activities of the playground.

Some affirm that you may have satisfactory athletics without a play organizer. It is true that boys left to themselves will "choose up" and play scrub games of ball, and that they will occasionally organize regular teams if they can secure the balls to practise with; but these spontaneous athletics are confined almost entirely to base-

errand, but he can play all day at games requiring constant running, where work that demanded an equal amount of activity would exhaust him in an hour. We must not blame the boy for this; it is a biological and physiological law. In order to test the activity of children of different ages I once secured a number of pedometers, and took the records of some 200 children, securing a weekly and daily average. The highest average, amounting to more than eleven miles a day, was made by the children between four and six years of age. These children were spending all their time in play.

Athletics are the oldest and most fundamental form of physical training. The muscles involved are mainly the large muscles of the trunk and legs, the coördi-



Courtesy of A. C. Spaulding & Bros.

VOLLEY BALL, NEWARK PLAYGROUND

ball in the spring and football in the fall. They reach only the boys and a very small percentage of them. They are of comparatively little value, because the boys do not master the rules, become expert in the game, or learn anything of the requirements of sportsmanship.

Without the play leader vigorous competition and absorbing interest can not be maintained. The boy who comes to the playground to loaf may be doing better than the boy who loafs on the street corner, but the difference is one of degree not of kind. A childhood of loafing leads naturally to a manhood of loafing wherever the loafing takes place. If we would secure a manhood of energy we must provide for a childhood equally energetic. As everyone knows, the child expresses his maximum of energy only in play. A boy can not only run faster in playing tag than he can in going on an

nations are few and simple. Nearly all involve running, and thus quicken the action of the heart, lungs and skin, and tone up the stomach. In other words all athletics of a proper kind and vigor strengthen the vital organs. It is scarcely necessary for me to say that this is immensely important to every one. The race is no more to the swift of foot, nor the battle to the strong. The struggle for survival and success has ceased to be physical. One might well refuse the muscles of the Farnese Hercules if they were offered to him as a gratuity. All of these muscles have to be fed, and like stables of idle horses their keep is expensive. Like the horses also they serve no real purpose except pride when they are not in use. But there are muscles such as the heart, lungs, and abdominal muscles which are always in use; and to every one of whatever trade or calling a strong heart is important,

for on this depends a healthy and sufficient blood supply and mental as well as physical vigor. It is worth its cost in training merely as life insurance against sudden shocks and unusual conditions. To every one strong lungs are important, for on them depend the purifying the blood, the overcoming the effects of fatigue, and the power of resistance in tuberculosis and other lung troubles. A good stomach is the most comfortable possession that a man may inherit or acquire. Its part in human happiness and human optimism is not to be lightly estimated. These advantages vigorous athletics can give, while loafing trains in little except obscenity, cigarettes, and craps.

In an English report on athletics in the preparatory and public schools, a head

and cheers from the grand stand? The boy gets a deeper layer of himself into action at such moments than he will ever be able to set to work on a lesson in history or a problem in arithmetic.

In the English preparatory and public school (such as Eton and Rugby) football and cricket are compulsory for about fifteen hours a week, and the weakly boy is the one who gets the most training. The master regards his service on the playground as quite as important as his service in the classroom, and in many schools it would be quite impossible for him to secure a position unless he were skilful in play as well as in his books. In the American high school, the athletics are usually under the direction of the boys, and only the strong, who do not



Courtesy of A. G. Spaulding & Bros.

GIRLS' RACE, FIELD DAY, NEWARK PLAYGROUND

master, speaking of the athletic enthusiasm in his school, says he considers it the greatest safeguard against impure thoughts, and adds suggestively: "What do the French boys think about?" Athletics may be the strongest influence to keep the young man out of the saloon and the brothel, to keep his thoughts from dwelling on morbid fancies, best forgotten; but this is true only when the athletics are organized and absorbing.

Probably there is no later period that has so great reward to offer, that is quite so stimulating to every faculty as the team game is to the boy in the matched contest. His little world is looking on, and lasting fame waits on the long hit or happy touch-down. What is the glory of writing Shakespeare, compared with being borne from the field on the shoulders of your peers, whilst the lady of your affections waves her banner

and need the training, participate. Athletics cannot be made compulsory on the playgrounds, but it is possible to make them so interesting that nearly every child will wish to take part.

To secure vigorous competition, general participation, and absorbing interest, contests must be arranged in a cumulative series. In other words there must be a succession of tournaments in the different events in which the score is kept from time to time, and a record is made for the season. In this way it is quite possible to get nearly every child in a playground into athletic competitions, and to secure regular development from year to year. In order to do this, however, it is necessary to organize group or other contests in which many take part. The first summer that I had charge of the playgrounds of Washington I tried the standard test of the Public School Ath-

letic League of New York in all the playgrounds. There was not a single child who could pass the test. After four years of organized play there were more than 500 boys who did the three things, while there were probably 2,000 boys who could do one or two of the three. The records of each summer in nearly every event were broken by a wide margin the following summer.

The question of incentives is a perplexing one. In order to get up enthusiasm for the contests it is usually necessary to offer medals, banners, and other trophies at first.

by the state. That this reward was effective there can be no doubt. For this laurel crown and the distinction which it bestowed men were willing to train for years and to stand mistreatment which sometimes left them cripples for the remainder of their lives.

It was not the crown of laurel but the honor that was effective in Greece. This is what we should encourage. Few things are better worth while for a boy or girl of ten or twelve than such physical proficiency. And this the parents must be made to ap-



Courtesy of A. G. Spalding & Bros.

OUT FOR FUN—ZABRISKIE PLAYGROUND, JERSEY CITY

In some cases solid gold and silver medals, or even gold watches are offered. This is to be regretted; it tends to professionalize the players and to direct their attention and that of the spectators toward the trophy rather than the ability that it is supposed to reward. The Germans give a crown of oak leaves with a diploma inscribed with the name of the winner, the event and the record made. I doubt, however, if it would be possible to improve much on the ways of old Greece. The winner was given merely a crown of laurel but he was honored during the remainder of his life

preciate. So far as possible honor should be made the real reward of winning; but to do this the public must be educated to the value of athletic proficiency, and the community must be interested in the athletics. Accounts of contests must be written for the papers, names and pictures of winners must be given, and records posted in the playgrounds.

The most important training that the playground can give is training in sportsmanship and courtesy. The boy who learns to play baseball on a vacant lot, very often learns to play it like a rowdy. Boy nature

left to itself does not always gravitate toward courtesy and kindness. Any one of experience will tell you that it is often impossible to take children from one quarter of the city to compete in another without a row. Any one who has watched a party of boys playing baseball by themselves, knows how much they are given to wrangling and "sassing" the umpire. They are often too selfish to play any sort of a team game, because each one wishes to play only in a principal position.

In our first contests in Washington, while there was usually little disturbance so long as the events were going on, as soon as it was all over the visitors were very apt to be hustled and pushed and chased or even stoned. To correct this we had the teachers talk to the children on the proper treatment of their "guests" and on how to behave when they were "visiting." There were several things they were told specifically they must not do: they must not dispute decisions; they must not call the other side names or annoy them in any manner; they must not interfere with their play; they must not cheer their mistakes; when the tournament was over they must give cheers for each other. In order to secure the enforcement of these rules we hit upon the plan of giving points on courtesy. If every one behaved as he should we added ten points to the score of each side, and if either side was guilty of any gross discourtesy we cancelled its entire score. After enforcing this rule once or twice we were able to give points on courtesy to both sides at nearly every contest in the white grounds. The problem of the playground for colored children was more difficult, but there was a consistent improvement. The problem of the spectators and the occasional children who came in to look on was much greater than that of the regular frequenters of the playground and the participants in the games. We had to depend on the children to hold their parents in check. In most

cases they did it effectively. The children kept going about among the spectators and cautioning them: "Don't sass the umpire; don't say nothin'; we'll lose our points if you do."

It is quite possible to make such a series of playground contests the most absorbing topic in the child world, so that it will be discussed on every street corner. The summer time in the city is usually lacking in interest to children and overabundant in temptations. Anything that furnishes a new set of healthful interests becomes a moral agent of high potency.

Massachusetts has just passed a law providing for playgrounds in her different cities. What is to be the outcome of this law? The results will be different in the different cities. If a city provides the space and a little apparatus and puts the corner politician or no one in charge, the chances are the playgrounds will become a social influence on the same plane as the saloon and the brothel; and the city will need to get up another movement to suppress the playgrounds. If, on the other hand, a city puts a superior man or woman in charge of its playground system and others competently trained in charge of individual playgrounds, it will introduce into its community life a new force which will form conduct and character more successfully than the schools have ever done. In passing the law Massachusetts has made a good beginning, but it remains to be seen what sort of influence she has introduced. The battle for the children is not yet won. Everything depends on the person who is put in charge. It is very easy to appoint some local individual who needs a job; but it must be remembered that at present the playground supervisor is the course of study and training school for the workers as well. In the hands of a man or woman of efficiency, with adequate funds for maintenance, the position should mean no less than that of superintendent of schools.



The Child Conference for Research and Welfare

The second annual meeting of the Child Conference will be held at Clark University, Worcester, Mass., June 28 to July 2, inclusive, with three daily sessions. The following is the list of speakers and subjects:

Tuesday, June 28th

Opening Address: Dr. G. Stanley Hall, President of the Child Conference for Research and Welfare.

Home Education: Dr. L. Pearl Boggs.

Library Department of the Childrens' Institute: Dr. Louis N. Wilson, Librarian of Clark University.

The Children's Clinic at Clark University: Mr. Harry W. Chase, Children's Institute, Clark University.

What Boston 1915 is Attempting for Children: John L. Sewall, Executive Secretary.

Relation of the Kindergarten to Child Welfare Movements: Miss Patty S. Hill, Director of the Kindergarten Department, Columbia University.

Recreation for Girls: Miss Beulah Kennard, President, Pittsburgh Playground Association.

President's Address: What Child Study has Contributed to Social and Educational Progress. Dr. G. Stanley Hall.

Wednesday, June 29th

The Duty of the Community to the Neglected Child: C. C. Carstens, Secretary of the Massachusetts Society for the Prevention of Cruelty to Children.

Child Nature and Education in Catholic Schools: Father John J. McCoy.

The Problem of the Reform School: H. W. Charles, Superintendent, Boys' Industrial School, Topeka, Kansas.

Americanizing the Immigrant Child: Dr. David Blaustein, Superintendent of the Chicago Hebrew Institute.

Industrial Insurance and its Relation to Child Welfare: Dr. L. K. Frankell, Manager, Industrial Department of the Metropolitan Life Insurance Co.

School Gardens: Miss M. Louise Greene.

The Cleveland School Gardens (Illustrated): Starr Cadwallader.

The Birds and the Children (Illustrated): Clifton F. Hodge, Professor of Biology, Clark University.

Thursday, June 30th

The Prevention of Infant Mortality: Dr. Helen Putnam, Former President, American Academy of Medicine.

Recent European Investigations into School Hygiene: William H. Burnham, Professor of Pedagogy and School Hygiene, Clark University.

Chicago Department of Child Study: Dr. D. P. McMillan, Director of the Child Study Department, Chicago Public Schools.

Boston Fresh Air Schools: Mr. Joseph Lee, Boston School Committee.

Schools for Tuberculous Children: Miss Elnora Curtis, Fellow in Clark University.

Our Duty to the Tuberculous Child: Dr. Livingston Farrand, Secretary, National Association for the Study and Prevention of Tuberculosis.

The Health of School Children: Dr. William H. Allen, Director of the Bureau of Municipal Research, New York City.

Eugenics and Venereal Disease: Dr. Prince Morrow, President American Society of Sanitary and Moral Prophylaxis.

Friday, July 1st

(Subject to be announced) Frederick P. Fish, President, Massachusetts State Board of Education.

Facts Concerning Child Life in New York City: Roy Smith Wallace, Executive Secretary of the New York Child Welfare Committee.

Some Recent Investigations into the Presence of the Hook Worm Disease in Children: Dr. Charles W. Stiles, Scientific Secretary, The Rockefeller Sanitary Commission.

An Efficient Organization and Scope for the Bureau of Education: Commissioner Elmer Elsworth Brown.

A Federal Children's Bureau: A. J. McKelway, Secretary for the Southern States of the National Child Labor Committee.

Aims and Achievements of the National Child Labor Committee: Owen Lovejoy, Secretary of the National Child Labor Committee.

(Subject to be announced) Dr. Woods Hutchinson.

Improving the Race: William A. McKeever, Professor of Philosophy, Kansas State Agricultural College.

The Probation System, its Value and Limitations: Homer Folks, Secretary of the New York State Charities Aid Association.

Saturday, July 2d

Parental Responsibility for Juvenile Delinquency: Rev. William Q. Bennett, President Lehigh Valley Child Welfare Conference.

The Worcester Child Welfare Conference: Rev. Austin S. Garver, Secretary Worcester Child Welfare Conference.

The Worcester Surveys: Dr. G. Stanley Hall, President Clark University.

A Comprehensive Plan for Child Welfare: Henry S. Curtis, Secretary of the Conference.

Discussion will be an important feature of all the sessions.

City Rest Rooms

By Mrs. Edward N. Pearson

President of the Woman's Club of Concord, N. H.

The subject of city rest rooms becomes interesting when we learn of places where they are successfully supported. In every community there are public spirited citizens who desire to improve the condition of the home town, either in making it more beautiful or more habitable both for resident and visitor. It may be true that Concord is conservative, but it is equally true that when an appeal is made to further a worthy object her citizens respond generously. One of the questions that interests us this evening is: does Concord need a rest room? We answer: yes, because there are no rest accommodations that women may make use

their lunch, and enjoy a refreshing cup of tea. The interest that attaches to Concord as the capital city, as the county seat, as the place where valuable historical and genealogical records are kept, brings to our city an ever-increasing number of visitors, many of whom remain only for a part of a day. During the automobile season tourists would avail themselves of the privileges of a rest room.

The progressive spirit in the West and South is resulting in an increasing number of these rooms each year. In Kansas, Nebraska, Wisconsin, Idaho, Iowa, Ohio, Tennessee and Virginia, women's clubs



REST ROOM, GREENVILLE, TENN.

of while shopping or when detained here for any reason. The hospitality of the stores has been gratefully accepted but they cannot offer the freedom a rest room would provide. Among the patrons of such a room there would be women living in extreme parts of the town who are obliged to take their young children with them while shopping, and women from the adjoining towns who from January to December leave at doors the good things from the farms, and who would appreciate a place where they were welcome to rest, to eat



INTERIOR OF REST ROOM, GREENVILLE, TENN.

have taken the initiative. The president of the club in Oakland, Nebraska, writes that the Commercial Club coöperates with them in furnishing fuel, light and one-half the rent. Furniture and reading matter were donated by interested citizens. A club in Oklahoma has recently opened a rest room for women from the rural districts. The expenses are met by weekly subscriptions of 25 cents from the merchants, who are heartily in favor of the enterprise. The president of the Greenville, Tenn., club writes that four of the club members of tact and business ability called upon every business man in town, soliciting subscriptions and explaining the needs of a rest

*A paper read at a civics conference held under the auspices of the Woman's Club of Concord, N. H.

room for the women of the county and towns who came to Greenville to do shopping. Without an exception the good citizens contributed liberally to the cause. These contributions were used to buy the necessary furniture. The women appeared before the county commissioners, laying their plea before the body of men, who agreed to allow them twenty dollars a month as a permanent fund. With this encouragement they secured two centrally located rooms. Each member of the club gave something toward the expenses of a matron. These rooms soon becoming inadequate for their needs, two more were added, one to be used for a tea room, the other for a reading room. Again the rooms were too small. An eight-room house was rented, and now every room is in use.

To bring the subject nearer home, we find that in Concord, Mass., last year, the D. A. R. organization bought a dwelling house and opened a rest room that was well patronized. I was told recently of their ambitious plans for the future. In Portland, Me., the large department stores have rest rooms for their patrons. In Vermont, Rutland and Burlington have the question under consideration. Perhaps the best concrete example of a rest room, tea room and woman's exchange we have heard of is in Brattleboro, Vt. Members of the W. C. T. U. having the courage of their convictions, made known their intention of opening a room where women from the rural districts having business in Brattleboro could have rest privileges. The opportunity to secure a large room that was vacated was made use of, the owner of the building making a gift of \$25. Failing to interest other organizations to join in their plans, the Board agreed to give ten dollars a month toward the expenses. The furniture was loaned by the Y. M. C. A. auxiliary, with the privilege of holding their meetings in the room. Tag

day has brought nearly four hundred dollars each year, a sum to be used as a permanent fund. The woman's exchange paying half the salary of the matron, their income is further increased by the sale of tea, coffee and light lunches, also by the rent of the room evenings to small parties. The president of the Brattleboro club writes:

"Knowing as I do the benefits of such a room, I should urge any body of women who contemplate such an enterprise to go forward courageously. When the people of your town see what it means to them it must be they will rally to assist you."

The question of opening rooms similar to those of which I have spoken has received earnest consideration in this city. Last spring the presiding officer of these helpful conferences, as chairman of the civic committee of the Woman's Club, presented a plan to the board of directors of the club for the establishment of a rest room, tea room and woman's exchange to be under the auspices of the club. Much effort was devoted to creating an interest in the plan with gratifying results, and pledges of financial support were not wanting. Attempts to find suitable apartments were not as successful, and it was also found that the expense involved was larger than the club could assume. The Board, however, favored reserving a portion of the income of the year to be used toward definite work for the benefit of the community. The most creditable work in New Hampshire is not found in those clubs that provide simply a lecture and entertainment course, but in those that possess an earnest, progressive spirit that wins recognition from the communities where they are organized. It is hoped that the people of our city will agree that it is worth while to maintain an enterprise that will benefit not only the residents but the strangers within our gates.



“Montclair Beautiful”

By Park Terrell

Manager Municipal Department, Columbia Trust Co., New York

This movement to preserve to future generations the many natural charms for which Montclair, New Jersey, is noted and to add thereto appropriate ornamentation is no new thing in that town.

As far back as 1894 the desire to make their already beautiful home town still more attractive and enjoyable moved certain public spirited women to crystallize and make permanent such a movement by incorporating under state law the Town Improvement Association.

For some twelve years this Association was the only practical expression of a desire on the part of the townspeople for civic embellishment, and to this little group of progressive women the town will always owe a debt of honor and gratitude not only for the work actually accomplished and visible, but for inaugurating and fostering a spirit of civic pride which has now burst its bounds and demands a standard for improvements at which a dozen years since the citizens would have stood aghast. Perhaps they are still a little timid; but the first shock is over, and as the idea becomes more familiar the well-known process is plainly working to the inevitable end, and, though the final stage has not yet been reached, there are indications that the time is not very far distant when the taxpayers will quite willingly embrace a systematic plan for realizing the hoped-for “Montclair Beautiful.”

About four years ago the Altruist Society, another of the town's helpful agencies, called a “get-together” meeting at which was appointed a “committee of twenty” citizens to work for municipal betterments, and to assist in arousing a more general interest in civic affairs. A few months later (in 1906) a union was effected between this committee and the Town Improvement Association, whose charter, was taken over by the new society which was called “The Montclair Civic Association.”

The new Association grew rapidly in membership, and soon handed over all of its business to a board of twenty-one directors, a minority of the members meeting about once a year or so on semi-social occasions and to elect new directors. Following the example of the Altruist Society, in March, 1908, the Civic Association held a “Montclair Dinner” at which the several benevolent organizations of the town presented reports of their work. That the leaven of civic betterment was working was made very manifest at this dinner, resulting in the designation of two commissions—a “Charter Revision Commission,” whose bill failed of enactment, and a “Municipal Art Commission” which, after two years of studying conditions and earnest effort to arrive at the best plan for making over Montclair into a model country town, secured the passage by the Legislature of a bill called the “Town Plan and Art Commission Act.” The Commission, also, in order to inform its members, and to enable them to render the most practical services to the community, sought the advice of the landscape architect, John Nolen, whose diagnoses of municipal misplanning and clean cut remedies therefor need no recommendation to the readers of this magazine.

Mr. Nolen's recommendations and those of the Commission were placed before the people of the town in an exquisitely printed and illustrated book delivered by carriers, gratis, to every householder a little less than three weeks before the town election which had been called to adopt or reject the “Town Plan and Art Commission Act.”

The people in general were amazed at the radical changes proposed by the Commission, and taxpayers were alarmed at the proposition to more than double the town's debt at once and within a few years to more than quadruple it.

A few set themselves to study carefully the project and the law under which it would operate. Some of these were won by

the beauty and comprehensiveness of the plan to its support, while others most strenuously opposed it on the ground that the formation of an official commission (even though its powers were limited) which was not in any way responsible to the electorate, was a move in the wrong direction calculated to diminish rather than increase the interest of citizens in the affairs of the town, and that certain provisions of the law were so drawn that they might be construed to favor real estate operators and owners of newly opened tracts.

Objection was also made to the section

bility that the Town Council might so interpret the act as to permit it to issue bonds payable in less than the thirty years allowed; but, as councils are not given to such interpretations, this view had no weight, especially as the voters were opposed to leaving to the Council the option of tying up the town's credit for thirty years when by a more economical arrangement the debt could be paid off in about half that time.

The principle that bonds issued for public improvements should mature in instalments was gaining ground, and for this the act made no specific provision.



Courtesy of the Municipal Art Commission of Montclair

WORKING MEN'S HOMES IN MONTCLAIR

of the act permitting the Town Council to issue bonds in large amounts without submitting the question to a vote of the people. The Council might call elections, but it was not required to do so, and the people felt that in so important a matter the submission to vote should have been mandatory.

In somewhat similar light was viewed the provision to issue long time bonds for which (under another law) a sinking fund would be provided by compelling the taxpayers to pay in annually (in addition to the interest) a portion of the principal until at the maturity of the bonds a sufficient amount had been accumulated to redeem the entire debt. Here, too, was the possi-

There followed an active campaign which was so successful in arousing the interest of voters as to bring out more than double the vote cast at any previous special election. Montclair was awake, wide awake at last, and the act failed of adoption by an adverse vote of more than three to one.

Not a single precinct in the whole town but gave a heavy majority against the act. This defeat of the act is emphasized because the vote was not against a systematic plan for all town improvements, and, generally, not against increased taxation, nor, except in one word, against the proposed plan, but was directed against the act itself.

Immediately after the election there were

conferences, friends of the act got together, opponents of the act got together, both parties joined in talking it over and planning for the future, and finally the "Municipal Art Commission" which was responsible for the defeated act, and which might have felt itself justified in washing its hands of the whole matter, heeding the call to higher citizenship, met and expressed its faith in the civic spirit of the people by passing resolutions recognizing the real

for a committee to prepare a plan for enlarging the membership of the body on a more representative basis and for continuing the work and accomplishing the general purpose of the commission."

This proposition of the Commission to take the people into partnership will be accepted, for the people are now fully awake, and they feel that the experience which the Commission has been acquiring these past two years is too valuable to be lost.



Courtesy of the Municipal Art Commission of Montclair

SIX-FAMILY HOUSES FOR WORKING MEN IN PORT SUNLIGHT, ENGLAND

and valid objections of the people to the act, and proposing to satisfy these objections. The published report of the meeting concludes:

"Believing that the movement for some far-seeing and enlightened plan of town improvement is supported by the majority of the people, and that the merits of such a movement were not in any way involved in or affected by the vote on May 26, the commission also adopted resolutions providing

At least another year must pass before such a law as the recent election has indicated can be enacted by the legislature and accepted by the electorate; but the whole town is now alive to its necessities, and is beginning to recognize the means which must be adopted if it is to continue to enjoy the reputation of being "New York's most beautiful suburb."

Therefore the situation is full of hope.



Planning for the Future of Montclair

The commuter who in answer to inquiries identifies himself as a resident of Montclair, N. J., feels reasonably sure of having established himself in his interlocutor's mind upon a satisfactory basis of intelligent citizenship. No suburb of New York bears a more widely known reputation for natural beauty and for progressive public spirit.

It was, therefore, to be expected that its citizens should band themselves together to preserve and develop its advantages in the best way. This movement crystallized in

ward over a wonderfully beautiful valley. Part of its attractiveness is in its trees, which have had time to grow and which help to express the distinction of a slow, well-seasoned, permanent development. Its public facilities are what one would expect to find in a town of its character, and its excellent religious, social and educational advantages have drawn hither many cultivated people. There could be no greater mistake in planning for the future of this community than, by admitting the commonplace features of the small city in the



Courtesy of the Municipal Art Commission of Montclair

THERE IS OPPORTUNITY FOR A PERMANENT PARK AT THE ERIE STATION, UPPER MONTCLAIR

the recent recommendations of the Municipal Art Commission of Montclair, the members of which were appointed by the directors of the Civic Association. The recommendations are based on the report of Mr. John Nolen, whose appreciation of the town's standing and possibilities is emphasized by his perception of the incongruity of its defects.

Montclair is essentially a residence town; its charm lies partly in its elevated situation on the side of Watchung Mountain, looking across a dozen miles of wooded landscape eastward to the towers of Manhattan, and from the mountain top west-

country, to fail to preserve for its 20,000 inhabitants the characteristic charm of the country town.

In some essential particulars Montclair lacks convenience and comfort and, therefore, beauty. She should have more sightly and safe railroad approaches and greater station space, an open business plaza, a town common which should serve as a center of art, recreation and education; she needs wider and better streets and roads for residence and business and for pleasure driving, improved methods of caring for trees, more intelligently planned small parks and playgrounds, and, perhaps more

imperatively than anything else, better housing for the poor.

A visitor approaching the town by either the Lackawanna or the Erie Railroad gets a very unpleasant and on the whole erroneous impression of this suburb, and, alighting at either station, finds the building and its surroundings unsightly, inconvenient and inappropriate. More than 1,500 passengers use this branch terminal of the Lackawanna Railroad each day, and both railroads should provide modern stations with orderly and beautiful approaches. If the railroads should make such suitable

the Lackawanna Railroad locates the new station which it must soon provide. Fewer changes in regard to the location and surroundings of the Erie station are needed or possible, but the same suggestions apply to the bettering of first impressions.

The newcomer introduced to Montclair by the Lackawanna Railroad usually finds himself a few minutes later at the Six Corners, where Bloomfield Avenue, the main thoroughfare from Newark, is crossed by Glenridge and Fullerton Avenues, and where a flourishing trade center has already been established. Here the 400 afore-



Courtesy of the Municipal Art Commission of Montclair

FIRST IMPRESSIONS OF MONTCLAIR ON THE LACKAWANNA RAILROAD

provision for serving a largely increasing population and attracting strangers to the town by approaches harmonious with the general improvement plan, the town should secure and develop open spaces near the stations. Special mention is made of the desirability of securing as "proper setting for a business center" the block east of the Erie station in Upper Montclair and the small park west of the station, now maintained by voluntary subscriptions.

The present grade crossings at Grove Street and at Bloomfield Avenue, where 60 passenger trains and 400 trolley cars cross each day, should be abolished by elevating the street or the railroad, no matter where

mentioned daily trolley-cars, together with others from the Valley Road line, combine with pedestrians, motor cars, carriages and delivery wagons to produce a bewildering congestion, which is illustrated by the diagram showing 120 "collision points."

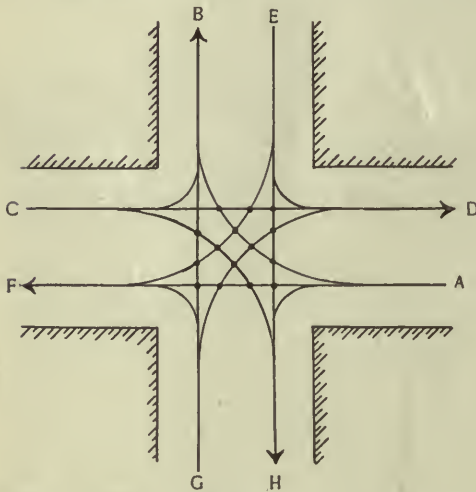
To overcome this dangerous confusion and keep business from shifting to another center, two more streets, one above and one below the center, should be extended to cross Bloomfield Avenue and thus guide through these new channels some of the traffic that because of lack of cross streets is now turned into the Six Corners. It is proposed to make of this center a business plaza by cutting back and rounding cor-

ners and rearranging property lines to gain space and shapeliness. The result would be a plaza of 160 by 300 feet, which would give 220 feet of frontage instead of 170 on the corner most altered. If the bordering architecture were made appropriate and harmonious, the retail business of the town would find itself in a suitable, fairly spacious and permanent setting. The resulting increase in frontage values would justify the few changes.

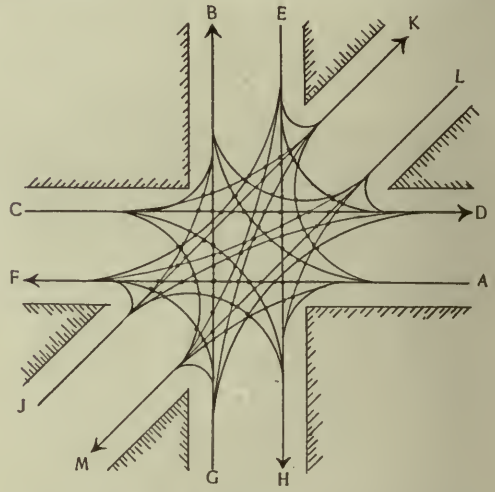
About two blocks west of the proposed plaza is a picturesque, irregular portion of land which appears in the vision of the future Montclair as a green common about 400 feet square, around which are grouped the buildings that shall make of this a

unique feature for a suburban town, and adds distinction to the improvement plans. The necessity for providing for the care and maintenance of the building and the collection makes appeal to public spirit through the organization of the Montclair Art Society, the hoped-for 500 members of which will pay \$10 apiece annually.

Some of the streets of Montclair are very attractive, mainly because of the bordering lawns and trees and well-built homes. Many streets, however, lack the charm which it is not too late for them to acquire. Continuity and proper connection between streets have been slighted, so that Montclair has few easy, direct ways of getting anywhere. Mr. Nolen recommends a long list of street



ORDINARY STREET CROSSING, WITH 16 COLLISION POINTS



THE SIX CORNERS, MONTCLAIR, WITH 120 COLLISION POINTS

Town Center. The High School, the Central Grammar School, the Library and several churches are already here. The business of the town and of the postoffice is now carried on in rented quarters. The needed town hall, a new and suitable postoffice, and possibly an inn, a public gymnasium with baths, and an amusement garden could be added to the group around the Common, which should thus form the center of official business, education and recreation.

Here also should stand the Montclair Art Gallery and Museum, for the erection of which Mrs. Henry Lang has given \$50,000, and which will house the 50 paintings given by Mr. William T. Evans as a nucleus for an art collection. This is a

connections and extensions, which would greatly increase convenience and unity. Some of the roadways are wider than necessary; on the other hand, Bloomfield Avenue should be 100 feet wide, and other streets on which car lines now run or will eventually be laid, should be widened to 75 feet. Macadamizing, which is at present only a 16-foot strip, should extend from curb to curb. Planting strips for trees should be secured by narrowing roadways. Street corners should be rounded.

The proposed Circuit Drive of twelve miles is one of Montclair's delightful opportunities. It would completely encircle the town, passing through the main avenue of the neighboring borough of Glen Ridge, and is planned like a parkway, with perfect

paving, planting and lighting, for the comfort and pleasure of those who walk, ride or drive.

Montclair is not without park land. The Eagle Rock Reservation on the mountain, which covers more than 400 acres, is only a mile from the center of the town. Upper Montclair has a park of 14 acres, and Montclair has been given two small parks of less than two acres each, besides having purchased five tracts of land, ranging from

The town population is heterogeneous; 75 per cent of its 4,000 families send their men to New York every day, but there are many Italians and negroes who are the day-laborers of the place, most of whom live in slum-like dwellings near the center of the town. Model tenements on the outskirts, where land is cheaper and gardening a possibility, are among the important features of the new Montclair plan, and can be made a profitable business enter-



Courtesy of the Municipal Art Commission of Montclair

THIS BUSINESS BLOCK IN MONTCLAIR IS A GOOD TYPE FOR THE COUNTRY TOWN

half an acre to 20 acres each. There is only one public playground for Montclair's 3,000 school children, and it would seem advisable that some of the land already owned by the town, together with other tracts which it is still possible to secure, should be transformed into a system of playgrounds, so that every child would be within easy reach of a suitable place to play.

The housing problem of Montclair is well exhibited along the stretch of that ever-present perplexity—Bloomfield Avenue.

prise. A new building ordinance appears to be necessary to accomplish all the needed architectural reform.

All these measures are included in the recommendations of the Montclair Art Commission. The "banding together" in enthusiasm for an improved Montclair was well accomplished, but the *bonding* became the point of conflict, as another article tells. But somehow Montclair will find the way toward her ideal. She has gone too far to turn back and has seen a vision too fair to relinquish.

The Disposal of the City's Waste

By William F. Morse

Consulting Sanitary Engineer

PART III—DISPOSAL BY THE DESTRUCTOR SYSTEM

The disposal of "towns' refuse" in the cities of Great Britain is made almost without exception by incineration in a form of furnace called a destructor. The first recorded type of a furnace for burning waste was that built at Paddington, London, in 1870, to which reference has previously been made. This furnace was a simple, closed oven floored with fire-bars, and charged by hand through front doors with the refuse left after a preliminary sorting was made. This early furnace, however, was defective in many features, and was shortly discontinued.

The same idea was adopted by Alfred Fryer, in Manchester, in 1876. He installed a series of separated cells or ovens, to be charged with unseparated, mixed refuse, and connected by a large main flue with a chimney of great height. It was found that in this furnace refuse could be destroyed without additional fuel, but that there was danger of offensive odors owing to the low temperature caused by incomplete combustion. Mr. Fryer called his invention a "destructor," a term which has since been applied to all forms of British furnaces for consuming towns' refuse.

In the years following the first installation of a destructor, many different forms of cell destructors were built by various companies, with sundry changes and inventions calculated to make the apparatus more efficient and sanitary. The addition by Charles Jones of a "fume cremator," or secondary fire, over which the gases from combustion passed on their way to the chimney, was one of the first of these improvements.

The introduction of a horizontal boiler enabled the makers of destructors to obtain power for a forced draft beneath the grates. Subsequently, the employment of a water tube boiler placed in direct connection with the furnace gave a far higher rate of combustion, and did away with the necessity for a fume cremator.

The cell construction comprised two grates

connected with a combustion chamber leading to the boiler. The theory of this operation was that while one cell was charged with green refuse the adjoining cell maintained the highest possible rate of burning; thus the gases and smoke from the fresh material were destroyed in the combustion chamber, and constant steam pressure in the boiler was kept up. By means of a large number of cells and connected boilers it was possible to destroy great masses of refuse, and to obtain steam for various municipal purposes. The rate of combustion gradually rose from about six tons per cell per day to between fifteen and twenty tons, with a corresponding development of steam power, and with an increase of temperature which effectually destroyed the offensive gases within the furnace.

Under the management of well-organized English companies the installations of cell destructors showed constant improvements, and many valuable accessories have been invented and adopted since the days of Fryer's first construction.

About 1897 another form of typical English destructor was brought out by a leading builder in Manchester. This comprised a system of continuous grates, or practically, the construction of two cells of four grates in one long chamber, with a combustion chamber common to all, and with a direct connection with the boiler. The introduction of a powerful blast of air heated to the temperature of 300 degrees Fahr. under each separate grate increased the efficiency and preserved the principle of the alternate charging of a section of grate while the adjoining section was at its highest temperature. This regeneration of part of the heat for the purpose of raising the temperature of the air supplied below the grates made it possible to burn a larger quantity of waste, to obtain higher steam development, and absolutely to insure the destruction within the furnace of all noxious gases. There was also added pro-

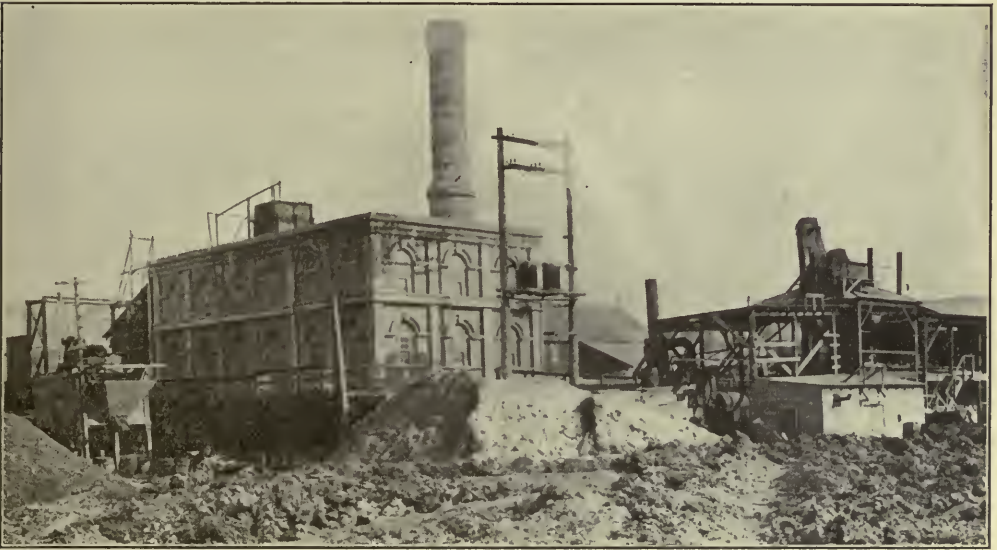
vision for the detention of fine dust which would otherwise escape from the chimney, and for the ventilation of the destructor house by induced draft, by which the dust from the dumping carts was collected and carried below the furnace grates. An improved charging method, by machinery instead of by hand labor, was another feature of these later destructor installations.

There are certain marked advantages in the destructor system as compared with other methods of waste disposal by fire, which may be noted briefly as follows:

(a) A destructor receives all classes of city waste and destroys them without pre-

(d) The steam power obtained from burning combined waste is an asset to be placed to the credit of the general disposal service. The evaporation of one pound of water for every pound of mixed waste destroyed means the utilization of heat heretofore wasted, and the saving of an equivalent quantity of coal.

(e) The residual from a destructor burning mixed waste is a thoroughly calcined clinker containing no organic matter, which is suitable for several kinds of municipal work, and is capable of being manufactured into many forms of marketable products.



DESTRUCTOR AT SEATTLE

Constructed with concrete blocks made from the clinker produced by the destructor

liminary separation. While capable of burning all, it may be so operated as to destroy one or two kinds only, as for instance, garbage and rubbish, leaving ashes to be otherwise handled. In this case, however, the steam development can be depended upon only to be sufficient for the purposes of the destructor plant.

(b) The disposal of all classes of waste demands one collection only, thus avoiding the trouble and expense of a separation at the house, as well as the cost of separate haulage for each class of waste.

(c) The temperature attained in a destructor is maintained at upwards of 1,500 degrees Fahr., destroying not only the waste but also all forms of smoke and empyreumatic gases thrown off during combustion.

(f) Owing to its sanitary, inoffensive operation a destructor may be placed near the collection districts, effecting a saving in the cost of transportation that in a reasonable time would defray the cost of installing a destructor plant.

(g) The operating cost of a destructor plant when burning mixed waste at its normal capacity, and with reasonable utilization of the steam power, is less than the cost of burning garbage and refuse by the crematory, or incinerator, method.

(h) The expense of maintenance and repairs is less than the relative cost for the same capacity of crematory or incinerator.

(i) The area of ground for a destructor is less than that required for a crematory of the same rated capacity.

The growth of the destructor system throughout the world since its inception in 1876 has been remarkable. More than 275 installations in cities of Great Britain are daily at work. It may be said that this is practically the only method there employed. By providing means for the utilization of power towns in many cases have been able to show actual revenue from their destructor plants. The power is employed in many forms of municipal work, principally in the water or sewage departments, or in providing for the heating of public buildings and bath-houses. In some cases it has been applied to electric railways under municipal control. Destructor clinker is manufac-



HEENAN DESTRUCTOR, MILWAUKEE

tured into mortar, or into tile and brick; or it is used in concrete work.

This universal extension of destructor methods is rapidly progressing. Most of the European states have either British destructors, or furnaces by local builders which closely follow the general type of English construction. There are fifteen destructors in Australia; twelve in Egypt and South Africa, and more in South America than in the United States and Canada taken together.

The introduction of the destructor method in this country has been comparatively slow, owing to considerations that do not obtain in foreign countries. The granting of franchises for terms of years to reduction companies, the ill success that has attended the crematory methods, the facili-

ties for tipping (or dumping) on unoccupied ground or into great rivers, or the sea, and the prevalent erroneous impression that American municipal waste is totally different from that of English communities, are some of the reasons for slow progress.

Destructors in American Towns

The first installation of the British cell destructor, of the original Fryer model, in Montreal in 1894, followed by one of the same type in San Francisco in 1897, showed no advance over the American crematory systems then in use, and were not repeated in other places. It was not until 1906 that the first destructor of a modern high temperature type was built by the Meldrum Brothers, of Manchester, England, at Westmount, a suburb of Montreal. In this installation the value and usefulness of this system of disposal as applied to American cities became evident. The reports of tests made in May, 1906, by the writer showed that the destructor consumed the mixed garbage, refuse and ashes from a population of 15,000, about 30 tons in summer and 45 in winter. From this waste it developed 200 horsepower of steam at 125 pounds pressure for use in municipal electric lighting station, with an average temperature of 1,900 degrees Fahr. in the combustion chamber, at a cost of about 31 cents per ton for labor. These reports were subsequently confirmed after four years continuous service, and the installation of another destructor unit of the same capacity is already in use.

Following the example of Westmount in 1907 another Canadian city, Vancouver, installed a destructor for the disposal of its waste, but made no use of the power developed. The work of the destructor proved so satisfactory that the city has recently contracted for the installation of a second and larger plant, the power from which will be utilized for municipal purposes.

In January, 1908, the city of Seattle, Wash., after a prolonged examination by its engineer, R. H. Thompson, of all destructors in use, put into commission a Meldrum Destructor of 66 tons capacity, with a 200 horsepower boiler. The reports from this installation after two years service show the daily disposal of more than 75 tons of mixed waste, the evaporation of one pound of water for each pound

of material destroyed. The partial utilization of the steam at this plant, and the sale of power and residuals reduced the operating cost to about 30 cents per ton. This city contemplates adding four more destructors to care for the waste in other parts of the town.

In May, 1908, the Borough of Richmond (New York City), after an extended survey of all disposal methods by its engineers, adopted the destructor system. The completed preliminary tests of a Heenan Destructor show the destruction of a quantity exceeding the rated capacity of 60 tons per day, the evaporation of 1.3 pounds of water per pound of waste at a steam pressure of 135 pounds, and an average temperature of 1,950 degrees Fahr.

Two years service of this destructor has been so satisfactory that the authorities contemplate the installation of additional plants in other parts of the borough.

The value of the destructor system for the disposal of waste from great industrial establishments is well illustrated by the work of a Meldrum Destructor built by the writer in 1908 for the General Electric Company of Schenectady. At this installation about 20 tons of combustible refuse of all kinds are daily destroyed, and the evaporation of from 2 to 2.5 pounds of water per pound of waste is obtained. Another unit of the same capacity is to be installed by the same company.

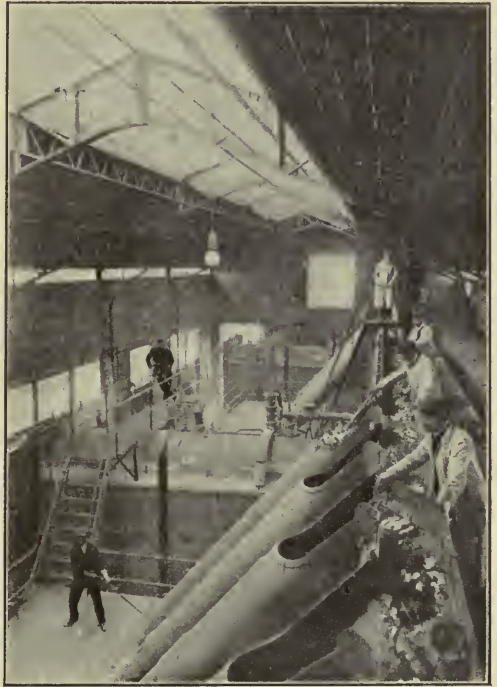
The city of Buffalo has just completed the installation of a destructor built in connection with the sewage pumping station, where the power will be utilized in the municipal service.

The latest installation of a destructor is at Milwaukee, where the final tests of the works are now being made.

Milwaukee has had a varied and extended experience in various methods of waste disposal. In the past twenty years she has had three crematory installations, two reduction process plants, and the usual unhappy experiences of American cities in lake and land dumping, burying in the ground, or carrying outside the city limits.

In 1908 the city retained experienced engineers who submitted a report recommending the establishment of a destructor plant, with the capacity of 300 tons per day of mixed miscellaneous city waste, including stable manure. These recommendations were eventually adopted, and in

March, 1909, contracts were made for the erection of a plant comprising four units of six grates each of the Heenan and Froude destructors, connected with four 200 horsepower boilers, the whole to be included in a building 100 feet square. The specifications provided that each unit should destroy 75 tons per day, with the evaporation of 1.1 pounds of water per pound of refuse consumed. The boiler capacity was required to be 200 horsepower per unit, or a total of 800 horsepower for the plant, with dynamos and other equipment for using electric service. The cost of opera-



MELDRUM DESTRUCTOR, PARIS, FRANCE

tion was not to exceed 40.1 cents per ton, after allowance had been made for the value of the steam obtained.

The preliminary trials just completed, but not yet made public, show that the average quantity destroyed is more than 20 per cent higher than that contracted for, and that the steam requirements are exceeded by 30 per cent; also that the operating costs are from 20 to 25 per cent less than the conditions of contract, and that the average temperature is 1,920 degrees Fahr.

Four other cities, Ottawa, Ont., Montgomery, Ala., El Paso, Tex., and Portland,

Ore., have contracted for the installation of destructor plants where the power obtained will be utilized by the municipality. Many other places are noting the uniform success of destructor installations with the intention of adopting the system when local conditions become favorable.

The initial cost of a destructor plant is somewhat greater than that of a crematory or incinerator of the same capacity. This is because the buildings are more substantial and better designed for convenience and rapid work; also because the destructor requires steam boilers and must have connected machinery for the operation of the plant. But the greater cost is more than repaid by the advantages of location, which are the saving in transportation and the returns from power obtained.

The destruction of municipal waste by fire is nothing more than the burning of poor fuel which under ordinary conditions cannot be consumed in the usual forms of furnaces. When this fuel includes material that throws off offensive smokes and gases during combustion special provision must be made for their destruction before the release into the open air of the final gaseous products. Authorities agree that these gaseous products must be exposed to a temperature of at least 1,500 degrees Fahr. for the dissociation of the complex compounds, the combustion of the portions that may be burned, and for the transformation of the final product into carbonic dioxide, the ultimate form of perfected combustion.

Any form of furnace that does not accomplish this process fails of its purpose so far as its sanitary operation is concerned, and that is most satisfactory which comes nearest to meeting these conditions. It is primarily a question of creating and main-

taining a temperature high enough to destroy all solid and gaseous products, and it follows that in doing this the achievement supplies an asset to be placed to the credit of the apparatus, if it is done at no additional cost.

This, then, is the striking difference between the crematory method, as used in American towns, and the destructor system now employed in more than three hundred places outside this country. Now that the latest analyses concerned with the composition of American waste and its calorific value in steam production, as well as preliminary examinations of the subject and various experiments, have been well threshed out and made public, there is at the command of every American municipality data for its own analysis and study according to the local conditions.

At this point the matter becomes an engineering question, since the many competitive plans, methods and processes require for their perfect understanding and adaptation to the needs of the community the knowledge of fundamental principles and practical acquaintance with the apparatus offered. In this way the best results are secured; and in fact all installations of destructors have been made under this method, in the examinations and reports of specially retained or instructed engineers whose recommendations are based on knowledge and experience not necessarily or usually a part of the duties of city officials.

(To be continued)

NOTE.—Owing to the illness of the author at the time the June issue was being made up, the illustrations were received incorrectly marked. The illustration on pp. 273 is "Digestors, Barren Island Plant," and the first illustration on p. 274 is "Digestors, Cleveland Plant."
—EDITOR.



Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Village Improvement Society or What?

Many queries are asked by people in communities where growing pains are beginning to be felt as to whether it is advisable to start a new organization to look after the garb of the developing child. The first impression is that it is not necessary. The mother of a family does not consider the question of providing for her growing offspring in this way. That is, she does not add new organs to her body for the purpose. She looks after it as a part of her work. But here we find difficulty when we try to apply the parallel to communities. They are not properly developed. Their organization is irregular, and members of the body politic, whether in the form of official bodies or private organizations, have not functionized. So it is often necessary to develop new eyes, new ears, new hands, new feet, alongside of those already in existence but which have failed to functionize.

It is hopeful, therefore, to see such organs in some places taking up the functions which properly belong to them. As was mentioned in *THE AMERICAN CITY* for June, when new work presented itself to the people of Abington, Mass., the Board of Trade, made up of a large proportion of the progressive men of the town, assumed the work and appointed a special committee to look after it. In South Framingham, Mass., the need for special work was felt and it was recognized that it was the kind of work in which women can be particularly efficient. So a village improvement auxiliary to the Board of Trade, to be made up of the ladies of the town, was organized for the purpose. These are good examples of how to handle such things. The permanence of the parent body adds to the permanence and efficiency of the special group.

Where no such general group exists it is by all means proper to start a new one for this work. Every community should be organized in a private capacity, to aid and stimulate public action and to do such pieces of work as public opinion does not

definitely place in the hands of a public body. But over-organization is unnecessary and it generally results badly. One organization with activities as broad as the needs of the community is preferable. If the local board of trade is simply business-getting, if the women's clubs are simply "cultural" organizations which employ those who administer mental cocktails to produce a feeling of satisfaction, then the people should get together and make over the attitude of both of these or start an organization along community lines to do the work of the community. Any far-seeing man or woman can diagnose the case and suggest a remedy. But to produce the results the remedy must be applied—not locked up in the community closet or buried in the community graveyard where, unfortunately, so many such promising movements are to be found in unmarked graves. When dead, label them "dead" and do not allow the form that was to encumber the ground and interfere with the appearance of a new one that will do the needed work.



City and Village Coöperation

Miss Catharine S. Day, chairman of the Committee on Streets of the Woman's Municipal League of New York, addresses a most commendable and timely appeal to the members of the League who are to spend their summer in town or village or in Europe. It requests that they carry the spirit of civic betterment with them, and make of themselves promoters of summer extension work along the lines for which the League stands in New York.

Miss Day says: "If abroad, will you not note ideas and study conditions, and report to the League next winter for the city's benefit? But, especially, if at home, will you not try to implant among your country neighbors a better spirit of pride in the beauty and neatness of their surroundings?"

"In a series of recent journeys to friends'

houses in the pretty hill towns and country resorts in Connecticut, thus traversing the western part of the state, and passing innumerable villages, the writer has been shocked to find that the main impression gained en route has been that of passing all the back yards and dumps of Connecticut. Abroad, we admire the beauty of the English villages, their trim cottage gardens and the prevailing neatness of everything, as well as the tidy French, German and Dutch villages; while even the somewhat soiled picturesqueness of the Italian is never hurt by these great piles of rubbish, composed of equal parts of tin cans, broken bottles, chairs, old mattresses, brooms, decayed poultry and other animals, which we placidly allow to disfigure nearly all our villages. With perfect impartiality, and entire absence of oversight from the village fathers (the mothers in this matter seem to be non-existent), these awful heaps may be seen conspicuously placed on the river banks, near the railroad stations (thus affording the traveler a pleasant first impression), or along one of the prettiest drives of a town, or by a purling brook or open meadow. The trail of the tin can and the dead cat may be said to be ubiquitous!"

Miss Day then brings out forcibly a point that is too late and only very gradually working itself into the minds of the American people. The best we can here do is to repeat her words and say amen to every one of them. She adds: "While abroad we would view with horror such lack of appreciation of either beauty or sanitation, here we supinely allow it. May this committee and its chairman urge our members to protest against these disgraceful conditions, and to use their influence with the village and town authorities to secure communal dumping grounds, properly supervised by sanitary experts, where the refuse can be buried, burned, or rendered harmless by the use of lime. Such dumps could be properly laid out, in inconspicuous positions, and, surrounded by hedgerows of trees, would be inoffensive, and thus remove one of our commonest and least excusable national eyesores."

By every effort they can put forth the American people are ruining the beauty of their towns with ill-conceived homes, shops and mills; with dirty streets, dump heaps and catch-all lots; with smoke, noise and

the disgusting billboard, in their wild scramble to make money to go to Europe. For what, pray, do they do all this, but that for a few short weeks, or perhaps days, they may feast their eyes on the beauty of the European towns?



Recognizing the Work of the Children

Easthampton, Mass., started a clean-up movement in April, and, though the lead was taken by the Village Improvement Society, the young people were very active. They organized a Junior Village Improvement Society, and were so efficient in the campaign for a cleaner town that when the day for carting away the rubbish came they found that the older people had remembered them by marking the coverings on the horses with "Jun. V. I. S." The materials for loading the carts and wagons came from cellars, back yards, gardens and vacant lots. The hauling ran into a second day. The changed appearance of things is so much appreciated that it is proposed to devote a Saturday occasionally during the summer and keep the appearance of the town up to the top notch. Children are very effective in work of this kind, and they learn not only to clean up but to scatter less rubbish for future clean-ups. Gradually, too, they are able to reach their elders with the educational process and finally things are kept where they belong and carted away at convenient intervals, thus giving the town a permanent holiday garb.



Deerfield's Historical Pageant

Old Deerfield is noted for its historical associations and for its preservation of its historical atmosphere through writings and the careful collection of ancient implements and utensils. George Sheldon is noted among historians who have in a great measure specialized on home incidents, and the Deerfield Museum is one of the richest in the country. It is, therefore, particularly fitting that the people of Deerfield should produce a historical pageant, which is now fully organized and scheduled for production on the evening of July 14 and the afternoons of July 15 and 16. The numbers include: England in 1630; festivities of peasants and conference of Puritans; Indian home life; the discovery of the

Pocumtuck valley and purchase of lands by John Pynchon of Springfield; Indian hunt dance; the coming of the first white settler; the carts of wheat leaving Deerfield under guard of Capt. Lathrop before the Battle of the Bloody Brook, Sept. 18, 1675; attack on Hannah Beaman's school; return of the captive, John Williams; Puritans going to meeting; service in the old meeting-house; a colonial wedding; and other scenes of the early days. The scenes will be given on the grounds of the Allen homestead. The executive committee consists of Dr. P. G. Davis, Mrs. J. E. Lamb, Mrs. Geo. Wright. George Wright is its historical censor. The general director is Margaret MacLaren Eager, who last year so successfully directed the Duxbury pageant.

America is rich in material for pageantry. Attention to its proper development and presentation will be wonderfully effective in teaching history in a real way and in developing the patriotism which is now gradually oozing away through current methods of celebration.



Wayland Park and Playground Association

Mainly through the energy of Mrs. James Lowell Moore, the people of the town of Wayland, Mass., have secured a charter for the Wayland Park and Playground Association. Although plans have long been under way and there was strong hope for a playground in Wayland Center this summer, it has been found impossible to do all the people desired, and the only playground this year has been allotted to Cochituate Village in the extreme southern end of the town. Wayland Center is a comfortable village in the center of a farming district, while Cochituate is a manufacturing village where the conditions are not so favorable for the children. This is a most progressive move for a town so thinly settled as Wayland. But Mrs. Moore and her associates recognize that Wayland must grow because of its proximity to Boston, and they propose to make an early start in developing the playground possibilities and to secure permanent areas for park and playground ideas. The movement is well received by the people and there are good prospects for a successful first year.

In this connection Mrs. Moore's example ought to be pointed out to those who hesi-

tate. Her home is on a farm two miles from Wayland Center. Her boys are not particularly in need of playgrounds, and yet, as has been said, it is through her leadership that the progress to date has been made possible. And the example of all, in starting first in the extreme end of the town because there the need is greatest, is much to be commended. Such unselfishness (for it must be remembered the whole movement is in the main directed by Wayland Center people) must do a great deal among reasonable people to weld the town together and to dissipate those petty animosities which so often spell disaster.



Hood River Women Active

The Woman's Club of Hood River, Ore., has for the past year devoted one session each month to civic matters,—this along educational lines. In a practical way the club has looked after the improvement of the cemetery and assisted in employing a caretaker; it coöperated with the county officials in grading and seeding the courthouse grounds, in planting flowers and laying walks; it has been instrumental in having many trees labeled with warnings against tying horses or in other ways injuring them; it has established an annual clean-up day, which has been accompanied by a campaign of education along sanitary lines; and the club is now "chief rooter" for a public library, to which end it has raised several hundred dollars. In Hood River, as throughout Oregon, the women are the leaders in most of the civic improvement work.



A Community Camp at Marion

Some months ago this department told of the ingenuity of Mr. Addison Bain, Superintendent of Parks in Marion, Ohio, in developing a romp day for the children of the community. This year there is a new scheme, also worked out by Mr. Bain, which contemplates a week of camping in Lincoln Park for all the children who will come. Boys and girls, together with their parents, are invited to bring their tents and enjoy a period of real camp life in the best the park can afford in the way of a "close to nature" environment. Mr. Bain is very enthusiastic over the idea, as he is over everything into which he puts himself,

and he anticipates a large attendance of campers and an enjoyable time by all.

A running series of games will be devised so that there will be no dull moments. On the Fourth special observances and games will be provided and there will be fireworks at night. Mr. Bain says: "I've got a big bell which I will ring at ten o'clock at night, when everybody will be expected to be in their tents, with all the lights turned out. Police will patrol the park all night to see that thieves or spooks are not prowling about. Parents who cannot come themselves need not fear to send their children, for they will be well taken care of." This is a splendid scheme for developing the community sense among both the old and the young, and it will give the children many interesting experiences to talk over during the long evenings of the coming winter.



Nineteen Hundred and Now

After hearing so much about Boston-1915, Los Angeles-1915, and many other places—some time or other, it is refreshing to find a man with enough originality to invent a movement that is not predestined to a limited life through its title, or one that may at any rate operate under safe cover for ninety years. "Nineteen Hundred and Now" is the conception of Mr. Frank O. Carpenter of the English High School, Boston, and the principles laid down apply so perfectly to the needs of the average community organization that we give an outline of them.

The motto, "There is nothing to get, there is something to do," should be dinned into the ears of every self-seeking townsman who looks about to see what he may join to add to his prestige and get business. The merchant who joins church, lodge, improvement society or whatnot so as to stand in with the members of these organizations deserves to be black-balled.

The working group under Mr. Carpenter's plan is an active guard made up of those under twenty-one years of age and a reserve guard made up of those over twenty-one. The purpose of the guard is to keep the place clean, to make the place beautiful and to make the people happy. The duty of the guard centers around the things that

hurt, their removal leading to the desired ends. They are such as unclean or dangerous streets, gangs of hoodlums on the streets, unsanitary homes, children forced to play in the streets, animals abused or neglected, trees and shrubs injured, etc. For remedy the guard looks to an aroused public sentiment which will support a progressive local authority or jack up one that is backward, and, when it seems fitting, to efficient action on the part of private organizations.

The rules of the guard offer the best that any improvement society could adopt. "Find one thing that needs to be done. Begin to do it now. Keep working till the thing is done. Then take another thing and do it." This presents a healthy contrast with the type of organization which appoints so many committees to do so many things that do not need doing that the organization dies of inertia, and the committees fall in on it and bury it. Our towns and villages, to say nothing of our cities, are filled with "*hic jacets*" of such uncertain objective that no one can tell what the *jacet* fits.

Nineteen Hundred and Now has another good feature. It is non-partisan, non-political, non-sectarian, as must any organization be if it is to serve any community purpose or do community work. Even the children are admitted on the principle that a child old enough to serve is old enough to join.

Here is the song of the guard:

We watch for Evils in the City and Street,
LOOK HARD! LOOK HARD!
We're "Scouts of the People" that never Retreat,
ON GUARD! ON GUARD!
For the "Things that Hurt" and the Acts that Pain,
The Words that Tempt and the Deeds that Stain,
That the City may come to her Own again,
What Ho There, Ho There!
MAKE WAY FOR THE CITY GUARD!

We fight for the City we Hope to See,
STRIKE HARD! STRIKE HARD!
We watch for the future that is to be, ON GUARD! ON GUARD!
For a City that's happy and Clean all through,
We pray for Us all but we fight for You,
There is Nothing to Get, There is Something to DO! What Ho There, Ho There!
MAKE WAY FOR THE CITY GUARD!

Gleanings

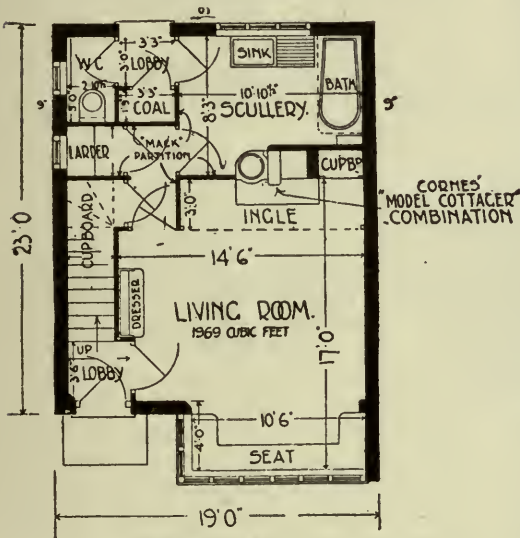
Edited by Mary V. Fuller

The Importance of Coöperation

The *Municipal Journal* of May 13 reports the conference of local authorities of Greater London on town planning, held on May 6 under the auspices of the National Housing and Town Planning Council.

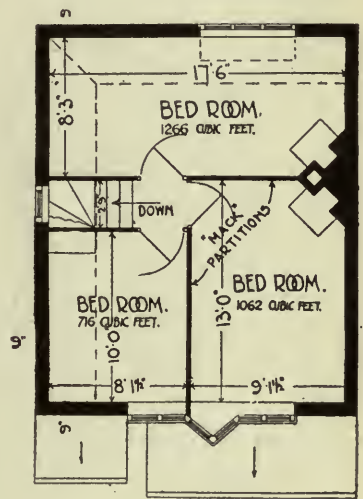
The keynote of the conference was coöperation between architects, surveyors, builders, landowners and local authorities to develop properly the suburbs of London,

should be a common standard of development for adjoining estates and areas, so that slum districts need not intrude; that the people who could not help themselves must be moved into healthier and more moral surroundings; that the suburbs were of great help to central London in preventing the spread of infection, and that medical health officers should be appointed on local town planning committees; also that



GROUND PLAN

PLAN OF MODEL MUNICIPAL COTTAGE AT THE MUNICIPAL AND HEALTH EXHIBITION



FIRST FLOOR PLAN.

now that the Housing and Town Planning Act has enabled local authorities to limit the number of houses per acre, to insist upon wider streets and sufficient open spaces in laying out building land. An Advisory Town Planning Committee for Greater London was formed of members of the local authorities in association with the Housing and Town Planning Council.

During discussion the following points were brought out, that something should be done towards linking up the parkways and open spaces of Greater London and to make a ring of open spaces around London, as had been done in Frankfort when brick and mortar began to hem in the city; that there

proper town planning strikes at the root of the housing problem.



An Instructive Exhibition

The Municipal and Health Exhibition, opened in London on May 7, is spoken of as an exhibition of life-saving. Its aim is to bring under one roof all the latest appliances and inventions for sanitation, road-making and building construction, and to show the ratepayers how their money can be best expended.

The most striking feature of the Exhibition is said by the *London Municipal Journal* to be a model fireproof cottage

home for the city working people, built of plaster slabs at a cost of from \$800 to \$875. On the first floor is a large living-room or front kitchen, with range, ingle nook, large window seat, dresser and roomy cupboard. A copper boiler in the adjoining scullery or back kitchen is heated by the fire in the living room and supplies hot water to the sink and bath in the scullery. The rest of the ground floor is taken up by a larder, a large cupboard, a small coal cellar and a toilet opening outside. The second floor has three bedrooms, each with a fireplace.

A garden sleeping shelter, designed by Mr. Stanley Bates, is also exhibited. It is



FRONT OF THE MUNICIPAL COTTAGE

of wood and stands on posts two feet above the ground. Three of its sides can be opened to admit air and light as desired. There is room for a bed, a table, a writing bureau, chairs, a stove and a bookshelf.

Further details of this Exhibition are given in *Surveying and the Civil Engineer* for May 13.

"New Boston"

The first issue of this magazine appeared in May as the official organ of "Boston-1915."

It contains the history and explanation of "Boston-1915." It treats of Boston's housing problem, which it tellingly illus-

trates from the report of the Committee on Housing. There is an article on "The Boys' Games of 1909" by Frank S. Mason, chairman of the committee that carried out the athletic meets of last summer. William Orr's account of "The Springfield Idea for Independence Day" is attractively illustrated, and is followed by the plan of "A Saner Fourth for Boston" and a reproduction of "Our Annual Sacrifice," a pamphlet telling the story of previous Fourth of July folly. A short article by Frank O. Carpenter on "The City Guard" shows how Boston boys are being organized to see and report civic conditions that need correction. The aim of these young scouts is broad, noble citizenship. Other large cities are taking up this idea.



Children's Courts

In *The Survey* for May 21 Bernard Flexner sums up "Children's Court Legislation in New York."

"Prior to the legislative session of 1909, it was not possible for a judge of the Children's Court in New York, under the law as it existed, to place a child on probation until after it had been convicted and found guilty of the act with which it was 'charged' and sentence was suspended."

The judge of the Children's Court of Buffalo can now suspend the trial at any moment, before conviction, and, if facts and circumstances show that the child needs the care and protection of the state, he can dismiss it, commit it or place it on probation. Bills are now pending before the New York Assembly to give similar powers to the Children's Court of Syracuse and the children's part of the Court of Special Sessions in the five boroughs of New York City. The suitability of the judges for special work with the children is to be considered in assigning them to these New York City courts, and there are to be paid probation officers.

A proposed bill for Monroe County (Rochester), N. Y., provides for a children's court which shall treat the child as a ward of the state rather than a criminal. A detention home is to be provided and conducted as a family home under the care of probation officers. The persons responsible shall support children committed to any institution, and such institutions shall be visited by the judges to determine their fitness.

How to Conduct a Garden Contest

This is outlined in a short article by R. H. Rogers in the May *Suburban Life*. The contest taken for a model was carried out successfully in Springfield, Mass., last year.

A circular was issued telling about the prizes and giving a list of plants worth growing, with instructions about planting them, and a list of good gardening books to be found in the city library. A committee of nine supervised the contest and cheered on the contestants during the season. The prizes amounted to \$200 in gold, the highest, of \$20, being for the best display during the whole season without regard to the size of the lot. There were two \$10 prizes and thirty of \$5 each.

The judges were disinterested outsiders. In making decisions they took into consideration advantages and obstacles, as well as individual effort, and encouraged such decorative features as climbing vines and window-boxes. Front-yard planting was considered essential, as adding to the beauty of the city streets. Hardy plants were recommended, in order that the improvement might be permanent. A picture of the blossoming home of the successful gardener is given. He spent \$25 to win the prize, but increased the value of his place by several hundred dollars.

"City Making in Wisconsin"

The Municipality for May published Mr. John Nolen's paper on this subject, which was presented at the last meeting of the League of Wisconsin Municipalities.

The point is emphasized that voluntary and unofficial organizations can accomplish large and permanent results only by working with and through the official machinery of the city, and that discriminating loyalty should be given to the efficient public official and the home town or city in order that capable men may be induced to enter public life.

Wisconsin's great opportunity lies in her making use of trained men for expert services, and in the fact that her cities, except Milwaukee, are all small and in the formative stage. Mr. Nolen recommends that every municipality shall form a City Plan Commission so that the cities shall not be allowed to drift, and that in all places park and tree commissions shall act promptly to acquire land for parks and

playgrounds. He believes that Madison should be made a model capital city to inspire other Wisconsin cities to develop their individuality in the best way.



Play and Pageantry

The Playground is an inspiration to definite work. The May issue has an article on "Playgrounds and Juvenile Delinquency" by L. H. Weir, Chief Probation Officer of Cincinnati, which shows that the opportunity for play is a great factor in decreasing the number of offenses by children. That it is better to send boys to playgrounds than to reform schools is proved by a group of letters from court and playground officials which give the results of opening playgrounds in various cities.

There are short articles on playgrounds



GARDEN SLEEPING SHELTER

in Virginia, in Paterson, N. J., Buffalo and Pensacola, and the children's garden work in Pensacola is also reported. Application and examination forms for candidates for playground positions are given. Lee F. Hanmer outlines a program for celebrating the Fourth in cities so large that all the people cannot come together or a majority take part. Alice Davis Moulton writes briefly and practically on "Rest Rooms for Women and Children."

The June *Playground* gives the program of the Rochester Play Congress held in June, with a summary of the purpose, activities and accomplishment of the Playground Association of America. It contains many portraits of leaders in this movement. The history of playground and social center work in Rochester for 1909 is given by Edward J. Ward, Supervisor of such activities in that city. A Fourth of July pageant at the summer school of the

University of Virginia is described by Mari R. Hofer, and Lee F. Hammer gives outlines of play courses as offered by summer schools for the coming season.



An Excellent Civic Publication

The Norwalk, Conn., *Civics Bulletin*, the second number of which appeared in May, is the mouthpiece of the Woman's Civic League of that historic town, and there is nothing vague or misty about its editing. It has certain definite aims which it presents in clear-cut, direct speech and which it intends to live to see accomplished. One of these aims is a new concrete bridge, another the orderly restoration of the old graveyard around the ancient town-house. A fine park, permanent roads, a consolidated water system, a civic center and improved real estate complete the physical part of a program which will cost \$750,000 and will be worth it. We shall hear more of Norwalk.



Trees and Vines and Real Estate

Suburban Life for June has an article by E. P. Powell which passes judgment on "Shade Trees for Street and Lawn."

The author says the maple has needlessly failed because it has been trimmed too much after being well grown. The bark splits under the action of the sun and then worms get in. He gives the Norway maple first place for street and lawn. Its acrid milky juice keeps it from being attacked by insects. It has rich foliage, rapid growth and superb sweep of limbs. On the street these trees should be planted about forty feet apart.

The linden, with its conical or round form and broad spread, comes next for street use. The catalpa (*Speciosa*) is valuable for all purposes. The beech, with trunk clear for about ten feet from the ground, gives a bower of shade for a small lawn. An avenue of elms is a dream of grace and beauty. Other trees are added to the list, all hardy, naturally healthy, easily propagated and of fine shade, and adapted to take the place of the mutilated and dying maple.

The same issue explains "Street Planting as an Investment." This article, by Fred Haxton, shows that good street planting has an actual cash value. It has been

found that of two houses identical in construction, age and condition, the one on a well-planted street will bring a higher rental. Streets with good buildings and little foliage run down rapidly because of shifting population and lowered rentals. Norway maples with shrubby groups of Japanese barberry, dogwood, syringa, Persian lilac, elder, snowberry, and other low growth help to make a residence street desirable, and window- and porch-boxes, with trailing vinca, Boston ivy, Virginia creeper and other vines soften the brick and stone outlines of apartment houses.



Special Bulletins on New England Forestry

The Massachusetts Forestry Association has discontinued the publication of *Woodland and Roadside* and will hereafter issue special bulletins on timely subjects pertaining to shade-tree legislation and administration, with notices of publications on forestry.

Bulletin No. 1 appeared in May, and called attention to the law that when a property owner and a tree warden cannot agree in answer to the question "Is the tree in the highway?" the property owner must prove in court that the tree is not within the highway. The Massachusetts Forestry Association advises without charge shade-tree officials as to the care and protection of trees and the mode of procedure in case of violation of law.



Municipal Control of Street Trees

The suggestion which Prof. A. T. Erwin adds in the June number of *Midland Municipalities* to our timely study of street trees, is that there should be a unified plan of street planting through municipal control.

Such control would secure judgment as to the proper kinds for planting in different localities, would prevent hodge-podge effects and bring about uniformity of distance apart and correct alignment. The average individual cannot, single-handed, protect the shade-trees in front of his house from injury by insects and human beings; spraying apparatus is expensive, and busy people haven't time to sit under a tree with a shot-gun. The laws of plant physiology should be observed at the time of placing telephone and other wires, and trees should be protected from the springtime instinct

of the tree-owner to prune. In the making of gas franchises careful attention should be paid to the prevention of injury of street trees from leaky mains.



Practical Philosophy

The following terse proverbs are taken from "The Book of Gopher," by Mrs. T. G. Winter, in *The Survey* for April 23:

You can get a law through the legislature, but you can't get it enforced.

Billboards cover a multitude of tin cans. One medical inspection in time saves nine doctors' bills.

Many playgrounds make light-hearted children.

One tuberculosis case in camp is better than ten in a tenement.

All that's garbage is not collected. Inspectors that can inspect and won't inspect should be made to inspect.

Uncleanliness is next to ungodliness. Look out for the children and the men will look out for themselves.

You'll never miss the microbe 'till the river runs dry.

To the smoky city belongs the spoiled merchandise.

It's an ill milk that bringeth no baby good.

Where there's a will to make a better city, there's a way.



For Tree Wardens and Other Citizens

The Massachusetts Forestry Association, 4 Joy Street, Boston, has compiled in small pamphlet form for easy reference the "Shade-Tree Laws of Massachusetts." It is admitted that these are the best and most active laws of their class in the United States. They are arranged under the following heads: General Laws Relating to Shade-Trees; State Highways; Municipal and Country Roads; Authority of City and Town Officers; and Penalties for Injuring Trees.

The general laws relate to the observance of Arbor Day, to the forming of tree-planting societies and the care of funds for improvement purposes. The specific laws make clear the duties of the state highway commissioners and of the city and town officers who care for public shade-trees, and show that no one, without permission from the tree official, may cut, prune, climb or attach anything to a tree in a highway.

A brief summary is given of cases regarding trees which have been brought into the Massachusetts courts. These cover the

points of conflict of authority between selectmen and the tree warden, of cutting roadside trees, of injuries to trees by gas, by gnawing of bark, by moving buildings and by climbing spurs.



Playground Provisions

The Fourth Annual Report of the Horticultural Societies of Ontario for 1909 contains a paper by James Wilson, Park Commissioner of Toronto, which was written to stimulate interest in meeting the playground need of the children of Toronto. The first municipal supervised playground in the city was opened last summer.

The author states that a properly equipped playground should, simply or elaborately, meet the following requirements:

- (1) That it be closed.
- (2) That it be supervised.
- (3) That it have separate divisions for boys and girls.
- (4) That shelters be provided with toilet facilities.
- (5) That it be equipped with outdoor gymnasias for boys and girls.
- (6) That space be set aside for flower and vegetable plots.
- (7) That suitable open air bathing be provided for summer, and enclosed bathing for winter.



"The Delays of Justice"

The June *World Today* gives this fourth article by Hugh C. Weir on "The Menace of the Police." We read that

"At the present time, in the Court of Special Sessions of New York, there are nearly five thousand untried criminal cases on the docket, and the court is months behind its schedule. What does this mean? It means that when the belated cases finally appear for trial, the witnesses for the state have vanished. . . . In one month, in the year 1908, over 250 cases were dropped in the Philadelphia courts, because the prosecuting witnesses had either moved away or died before the prisoner was brought to trial."

On the other hand the 32 police magistrates of the five boroughs of Greater New York consider on an average 200,000 arraignments each year.

"It is nothing unusual for 400 cases to be disposed of in one session of the night court. In this slap-dash way of administering justice it is comparatively easy for the

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DUST—DISEASE—DEATH

The report of the United States Bureau of Labor, Bulletin No. 82, calls attention to the startling spread of infectious diseases caused by organic dust from city or village streets.

Dr. Cushman of the United States Agriculture Department in a paper read before the National Board of Health, uses this language:



"If, as doctors say, dust means dirt, dirt means disease and disease means death, dusty roads have no place in our national economies."

In the report of the Board of Health at Boston, where streets have been more or less oiled since 1906, the statistics show a steady decrease of tuberculosis and pneumonia, although the population was increased at the rate of over seven thousand per annum.

Every neighborhood in every village and in every town can absolutely suppress dust for an entire year at a cost of from two to four cents per abutting foot of property by the application of Asphaltolene with the new hand sprayer.

Send for "Bulletin X," with full particulars and instructions.

Send at once and keep your streets dry and dustless, your atmosphere pure and healthy. Any neighborhood can do it itself.

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'ward-heeler' and the 'fixer' and the police bully and 'the man higher up' to influence the fate of the prisoner."

This author emphasizes the abuse of the right of appeal and "the logical failure of the present jury system," and the duty of clearing away "the unsound and unwholesome statutes, which are breeding distrust and disgust for our whole judicial system."



Food and Germ-Laden Dust

In the June *Pearson's* Fred A. Chappell has an article on "The House-Fly Man Killer," which reviews the habits of this most dangerous creature, and sums up the many diseases it can disseminate. But the part of this article to which we call especial attention is its warning that the new-born horror of the fly must not blind our eyes to other agencies in the distribution of disease germs, notably the exposure to dust of the food of rich and poor alike in elegant bakeries, groceries, meatshops, confectionery stores, push-carts and cheap restaurants.

"A scientific warfare against disease-bearing insects is not sufficient to enable us to win the contest for health, happiness and increased length of days. We must fight equally against our own indifference to civic regulation, which seems to be the abiding sin of a people who love individual liberty very much to the exclusion of the collective good."



The Extermination of Rodent Germ-Carriers

We have already called attention in this department to San Francisco's fight against the bubonic plague by destruction of the rat that carries the flea that transfers the *bacillus pestis* to man. In "Our Duel with the Rat," in *McClure's* for May, William Atherton Du Puy and E. T. Brewster thoroughly dispose of the rat and tell also how the ground-squirrel population is being inspected and thinned out because of its

alliance with the rat and the flea. The same efficient corps that attacked the rats is at work on this element of the problem, peculiar to the United States, and has the assistance of Dr. Hart Merriam, greatest authority on North American rodents, and the expert hunters and collectors of the United States Biological Survey.

The danger zone is an area of 40 miles square lying southeast of San Francisco, between the mountains and the bay, and together with a strip five miles long and 35 miles wide, running east and north from the lower end of the bay, is kept isolated. Here squirrels are being shot and trapped. They are sent at once to San Francisco in cans containing chloroform to stupefy the fleas, and are examined for infection in the laboratory. It will not be possible to destroy them all, but the danger of infection can be greatly reduced by lessening their numbers, and gradually the bacillus will die out.



How the Des Moines Plan Is Working Out

George Kibbe Turner tells about it in his article in the May *McClure's* on "The New American City Government."

It is a story not of immediate orderly and harmonious transformation, but of the compelling power of public opinion, when by the referendum, the initiative and the recall the members of a commission may be made to represent the people's will. Results and public opinion prove the system a success. The breaking up of the "vice trust," the abolishment of bond sharks, decrease in crime, revival of business, the physical renovation of the city, the financial gain—these are some of the results. To illustrate one point: a washerwoman, wife of a city laborer, when asked how her husband was getting on, replied, "Not so well this winter. You see, the city has a new plan, and there is no work when there is nothing to do."



With the Vanguard

The Town Planning Conference which was to have been held in London in July has, on account of the death of King Edward, been postponed until October.



The next annual meeting of the National Municipal League will be held in Buffalo, November 14 to 16, at the invitation of the Buffalo Chamber of Commerce.



We are still greatly in need of copies of our February issue, and shall esteem it a favor if subscribers who have duplicates, or who do not intend to preserve their files, will send copies of that issue in accordance with the terms of our advertisement on another page.



The Henry Phipps Institute for the Study, Treatment and Prevention of Tuberculosis is to be organized as a department of the University of Pennsylvania with laboratory, clinical and sociological sections. The sociological section will conduct a local anti-tuberculosis campaign in a part of Philadelphia.



Minneapolis and Portland, Ore., have both started on comprehensive schemes of city planning. Edward H. Bennett, one of the architects of the Chicago plan, has been engaged to prepare an outline of the work for both cities. Hartford, Conn., has organized a permanent commission to look after the details of beautifying the city along scientific lines.



The National Probation Officers Association feels that a system of salaried officers is far preferable to one of volunteers. It also advises that judges should be free from probation work and act only as supervisors of the probation officers, "holding them to their duty and advising upon the questions of violating probation or discharge from probation."

There is a big fight on in Boston to prohibit the sale of "loose" milk. "Among the 34 cities which permit the sale of loose milk, 27 emphatically condemn it. . . . In settling such questions, the final court ought to be technical experts, a Board of Health beyond which producer, dealer or politician cannot go as long as its conclusions are based upon irrefutable evidence."



For five years Denver has given away young shade trees to the citizens. There has been an increasing demand for these trees, and last year 82 per cent of those planted grew and thrived. More than 17,000 trees were given away this year, and a larger percentage of good results is expected. The appropriation for this purpose was \$5,000. Other cities are taking up the plan, which has a far-reaching influence on health and happiness.



The "Town Criers" of Providence, R. I., speak up for what they want. They have now petitioned for the appointment of a Civic Plan Commission to evolve a civic plan for Providence, to be known as the "Providence-1936" plan, which shall celebrate the 300th anniversary of the founding of the city "by an exposition of Providence itself as a city beautiful and a city useful—a pleasant and profitable place for all classes, rich and poor, young and old, to live and work in."



The National Association for the Study and Prevention of Tuberculosis was held in Washington in May. It supported the statement that "pulmonary tuberculosis among adults is contracted solely from human beings, and is not the result of impure milk or food." This statement is based upon a careful study of more than 400 cases of tuberculosis chosen at random in New York City, and is confirmed by a study of about 500 cases in other places. It will have the effect of concentrating energy against the communication of the disease between human beings.



Here Is the Spalding All-Steel Swing Outfit

Study the frame construction— only three fittings required, and these clamp the pipe by means of roundhead set screws. One fitting only to each combination of pipes and no threaded pipes to juggle with. This means the strongest and most graceful frame, but also, and by no means least, a considerable saving in installation expense. Any workman can put up a Spalding frame.

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What is safe? A swing that cannot in sun and rain rot and weaken, that cannot be cut down, that will not stretch unevenly, that will not injure the hands, that has a bearing that does not need to be watched.

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The entire swing after assembling is tested to 2000 lbs. tensile strain. Every piece of metal is thickly covered with molten zinc to make it absolutely rust proof. Isn't this the kind of Swing you want?

Write to-day for our complete catalog of Playground Equipment and if you haven't had our little booklet of photographs and playground opinions, ask us for "Playtime."



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At the National Conference of Charities and Correction held in St. Louis in May great emphasis was placed on the importance of medical school inspection, which it was said should be under the control of the Board of Education rather than the Board of Health. A sufficient number of well-trained and well-paid physicians should be appointed, with school nurses to assist them in the routine work. It is possible to raise the standard of physical efficiency of all students by such careful service.



The Woman's Municipal League of New York City finds that there are only about fifty ice water fountains to meet the needs of a tenement population of nearly three millions. During the last seven years the League has set up twenty-two fountains, which can be kept in operation about seven months of the year. The cost of a fountain is about \$175, and to supply it with ice during the summer costs about \$75 more. Many people patiently wait in line to draw this water for home consumption.



A Rochester citizen has recently instituted a unique competition designed "to attract the attention of citizens to the value of civic beauty and to open blind eyes to that which is picturesque in Rochester and vicinity." Prizes were offered for the best sketches in black and white illustrating the picturesque aspects of Rochester. The sketches submitted disclosed some unsightly spots that it is hoped will be removed. There is to be a second competition, the date of entry being January 4, 1911.



The New York School of Philanthropy, at 105 East 22nd Street, offers during its summer session a special course on playground work. The course will cover on its practical side the equipment, administration, organization and activities of a playground. There will be a talk on First Aid to cover accidents liable to occur on playgrounds, and the prominent forms of boys' club work suitable for the playground will be presented by their founders; the Woodcraft Indians, by Ernest Thompson Seton; the Boy Pioneers, by Daniel C. Beard. Those who take this course will

have the privilege of practice work in the playgrounds of the city, under the direction of the city authorities. Further information may be obtained from the Director of the School.



Street Cleaning Commissioner Edwards of New York City says:

"There is in the Department a blind foreman who lost his sight in the city's service. This man goes about by appointment to the different public schools, giving addresses on street cleaning. He talks about the provisions in the Sanitary Code regarding throwing litter on the streets, the mixture of ashes and garbage, cleaning of sidewalks, both summer and winter, and other important questions. He teaches the children to be clean themselves; and can you not imagine the great amount of good that he does in having the children carry to their homes this spirit of cleanliness?"



On February 1, 1910, a bill was introduced in the federal Senate to establish a department of public health under the direction of the secretary of public health, who shall be appointed a cabinet officer at a yearly salary of \$12,000, with the usual assistant and subordinates. This bill provides that all departments and bureaus pertaining to the medical, surgical, biological and sanitary services shall be combined in the new department, which shall supervise all matters within the control of the federal government relating to public health and diseases of animal life. It also provides that bureaus of biology, chemistry, veterinary services and sanitary engineering shall be established. The bill was referred to the Committee on Public Health and National Quarantine.



There is a fifteen-year-old boy in Memphis who, having been released from working out upon the city rock pile a \$50 fine for "malicious mischief," has gone voluntarily before the juvenile court and asked to be put on probation. A year ago, when workmen were trying to set up the new playground apparatus on Market Square, the hundreds of thronging children made it impossible for the men to work. It was proposed that a playground police force should be organized. When nominations for chief of the force were called for, this boy was the children's unanimous choice



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Include specially trained heads and hands as well as instruments made of steel. Anybody can buy a tool-chest, but it requires patient study and actual experience under expert practitioners to fit a man for using the tools in a manner that will save tree life. Beautiful and healthy trees are a matter of not only a box of tools, but also of skillful treatment and careful attention upon the part of real experts.

The Davey Tree Experts Are Thoroughly Trained—

Trained in theory and practice, under the direction of John Davey, the "Father of Tree Surgery," in the Davey Institute of Tree Surgery. They have had wide actual experience in all parts of the country, and are now operating in the northern half of the United States, from the Missouri Valley eastward, and their services are available to tree owners in that portion of the country.

"New Life In Old Trees," by J. Horace McFarland, just out. Free to tree owners, on application. When you write, tell us how many trees you have, what kinds, where located, etc.

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by acclamation. After a month or two of honorable service he disappeared. About a week later he returned, grimy and bedraggled, and reported that he had "rode the rods" to St. Louis to inspect the playgrounds there, of which he had read in the papers. Of course his place had been filled by another chief. Since the recent wild prank for which he was sentenced he has made up his mind that he wants to start all over and keep straight. He is only one of many boys whose enterprise, ability and finer characteristics plead for rescue from a criminal career, and whom probation and playgrounds can help.



One afternoon's automobile ride through the city of Providence discovered 75 streets without a single tree. Thanks to the *Providence Evening Bulletin* the city has been aroused to a sense of its treeless condition, and a definite, enthusiastic campaign of tree-giving and tree-planting is in progress. More than 1,500 trees, in gifts of from one to one hundred, have been presented to the city by individuals and by commercial, social and civic organizations.

Most of the Providence school yards are bare wastes of gravel; some of them are concreted, as if to smother any possible planting suggestion. Most of the playgrounds are without trees or any other shelter. Some streets have just one tree at the end, which only emphasizes the general barrenness. But already conditions are changing. The planting began on May 24 by setting out twenty-five trees on Willard Avenue. The seventy chosen streets are nearly all in the most congested tenement district. It has been necessary to omit some streets that greatly needed trees, because it was seen that none would live there. One gift of fifty trees has the historical significance of being sent from Washington's home at Mount Vernon, and bears the condition that one tree shall be set out in each of fifty school yards. It is planned that the school children shall plant trees annually, not in hunted-for spots in parks, but in their own neglected play-spaces.

A most gratifying spirit of coöperation has been shown in plans for the care and protection of trees. The need of such protection is illustrated by the statement of the Superintendent of Parks that on one street less than a mile long more than 60 new shade trees were broken and destroyed last year. The Police Commissioners have issued special orders for the care of young trees, and there is a strong feeling that more money should be expended to protect all trees from insects. The movement is endorsed by the school department and by the city council's joint standing committee



CARTOON IN THE PROVIDENCE JOURNAL

on city property. Neighbors are clubbing together to care for the trees that have been injured. The Boys' Club in the Jewish colony has given a tree and has promised to protect all the trees in its district.

Providence is awakening to the realization that her industrial development depends upon her providing attractive homes for the better class of skilled workmen. Shaded streets and dwellings sheltered from glare and dust are a compelling element in the invitation that offers health and comfort to the home-seeker. This tree-giving campaign is one of better citizenship.

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(Showing why the great majority of selling plans do not pay.)

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Editorial extract from "The American Banker," March 5, 1910

If You Had a Fire In Your Office



What would become of your vital books and papers, and your important business correspondence and card records, that have taken years in the collecting, that are absolutely necessary to the conducting of your business? They cannot be insured, cannot be replaced if destroyed, but they can be protected against fire, theft, dust, and moisture.

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is made entirely of steel and fire-proof material. Fire tests have brought the outer walls to a white-heat but left the inner walls and contents in perfect condition, fully protected.

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is nearly as light as wood and almost as inexpensive. It has a tremendous capacity in proportion to its size. Interior arrangements are interchangeable—shelves and partitions can be independently adjusted to suit every requirement—every business system. The Safe-Cabinet is for your business. Send for booklet and prices.

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Municipal Franchises†

Many magazine articles and reports and a number of books have been written on various phases of this subject. The present volume is the first to analyze and describe the operation of municipal franchises in American cities. Its author, as the Chief of the Bureau of Franchises of the Public Service Commission for the First District of New York, speaks with the authority of experience and broad knowledge. This study of facts and conditions is intended to further public welfare by reaching officials who grant franchises or enforce franchise contracts, as well as other citizens who wish to be intelligently informed on these matters of vital concern.

"Municipal franchises are the concrete, definite points of contact between large public and large private interests. . . . They are coming to be regarded, not so much as privileges, but rather as functions delegated to private individuals to be performed for the furtherance of the public welfare and subject to public control."

This, then, is the "raison d'être" of this comprehensive treatise—the need of intelligent information about our own business.

In the introductory discussion which makes up Part 1 the ways of getting franchises rights are analyzed, a matter in regard to which there is still great confusion and ignorance. The nature of a franchise is explained as "a special privilege granted to one man or one group of men, to the practical exclusion of others, to capitalize these common needs of a city-full of people, build these all-pervasive systems into the public thoroughfares and own and operate them for private profit." The hold that franchises have upon the common life of a city is emphasized, a hold so strong that when the franchise that opened the streets for the wires and pipes and tracks lapses, the people must still make terms that will assure to them the continuance of light, water, transportation and telephone

that they cannot do without. It is, therefore, a prime duty to see that in franchise negotiations the people's trust is not betrayed.

Since monopoly in the control of public utilities is almost inevitable, it is necessary that some substitute shall be found for the lash of competition in order to secure the extensions of service and the low cost which help to compensate for the disadvantages of city life. Under the head of "Monopoly Profits, and Ways of Limiting Them," the author discusses short-term and indeterminate franchises, showing that provision should be made for the purchase of a franchise at its expiration or revoking. The sale of franchises to the highest bidder is analyzed as generally unsatisfactory. The just regulation of rates is shown to be impossible without complete publicity of accounts. Special taxes, special obligations upon public service companies, the requirement of improved service and extensions, a uniform rate without a minimum charge, proper treatment of employes, control of contracts made by holding companies, the sliding scale, division of profits with the city, the right to purchase reserved by the city, are among the discussed methods of removing the sting of monopoly.

There is a chapter which shows the relation of the franchise to "Injuries to Individuals, and Ways of Preventing Them." The chapter which closes Part 1 of Volume 1, in analyzing "Temptations to Public Wrong, and Ways of Overcoming Them," presents a list of seven generally accepted fundamental principles in solving the problem of public utilities, to which we call especial attention.

Part 2, entitled "Pipe and Wire Franchises," takes up in great detail the history and conditions of the various classes of public utility franchises: electric light, heat and power, telephone, telegraph, messenger and signal services, electrical conduits, water supply, sewers, central heating and refrigerating pneumatic tubes, and artificial and natural gas. These divisions of

† By Delos F. Wilcox. The Gervaise Press, Rochester, N. Y. (Distributing Sales Agents: Engineering News Book Department, New York.) Octavo, 710 pp.; \$5.17 postpaid.

THE ONLY WORK ON THE SUBJECT

MUNICIPAL FRANCHISES

By DELOS F. WILCOX, Ph.D.

Chief of Bureau of Franchises of the Public Service Commission for the First Division of New York
 Author of "The American City," "The Study of City Government," "The Government of Great American Cities," etc.

PURPOSE OF THIS BOOK.—The confusion resulting from the changing attitude of public opinion toward public utilities, from the variety of franchises granting authorities, from the lack of information on the part of public officials, from the absence of any consistent or comprehensive public policy relative to franchises in any particular city, and from the multiplicity of constitutional and statutory restrictions imposed by forty-six different commonwealths, has left franchise matters throughout the United States in a deplorable condition. The purpose of this book is to simplify, as far as possible, fundamental conceptions as to the nature and purpose of franchise grants; to state as clearly as possible the necessary conditions to be imposed in connection with various classes of franchises; to describe the best types of franchises actually in force in different cities of the country; and, finally, to discuss in a general way the principles involved in the regulation of public service utilities by means of taxation, rate regulation, public service commissions, the Referendum and municipal ownership. In Volume One will be included the preliminary discussion of fundamental principles and illustrative chapters on electric light, telephone, telegraph, signal, electric conduit, water, sewer, heating, refrigerating, pneumatic tube, pipe-line and gas franchises. For Volume Two will be reserved the chapters on various classes of transportation franchises and the concluding discussion of taxation and control.

While not hesitating to express his own opinion on controversial matters, the author aims primarily to present an analysis of facts and conditions in such form as to be available for the use of officials having responsibility for granting franchises or enforcing franchise contracts, special students of public affairs, and citizens who, individually or through semi-public organizations, are endeavoring to bring intelligence to bear in a practical way upon the governmental problems of their home cities. While it is not the purpose of the author to cast aspersions upon the intelligence or sincerity of any class of public officials or of politicians in general, it is clear that this book can be useful only to those persons, either officials or private citizens, who are in good faith seeking for light upon this most complex problem and who approach the subject, not from the standpoint of personal or private interests, but from the standpoint of the public good.

Contents of Volume I: Pipe and Wire Franchises

PART I—INTRODUCTORY

- Chapter I—How Franchises Get Away.
- Chapter II—What a Franchise Signifies.
- Chapter III—Monopoly Profits and Ways of Limiting Them.
- Chapter IV—Injuries to Individuals and Ways of Preventing Them.
- Chapter V—Temptations to Public Wrong and Ways of Overcoming Them.

PART II—PIPE AND WIRE FRANCHISES

- Chapter VI—Electric Light, Heat and Power as a Public Utility.
- Chapter VII—Franchise Conditions Imposed on Electric Light Companies.
- Chapter VIII—The Telephone.
- Chapter IX—Telephone Franchise Regulations.

- Chapter X—The Telegraph and the Conditions Imposed Upon It by Local Authorities.
- Chapter XI—Messenger and Signal Franchises.
- Chapter XII—Electric Conduits.
- Chapter XIII—Water Works and Water Supply Franchises.
- Chapter XIV—Sewer Franchises.
- Chapter XV—Central Heating Franchises.
- Chapter XVI—Refrigeration Franchises.
- Chapter XVII—Pneumatic Tube Franchises.
- Chapter XVIII—Oil Pipe Line Franchises.
- Chapter XIX—Artificial and Natural Gas as Public Utilities.
- Chapter XX—Gas Franchises where Only Artificial Gas Is Available.
- Chapter XXI—Gas Franchises in Cities Within Reach of Natural Gas Fields.

Cloth; crown octavo; about 720 pages. Price \$5.00 net.

ANNOUNCEMENT.

The second volume of this work will include parts 3 and 4.

Part III will contain an analysis and discussion of local transportation franchises including street railways, interurban lines, terminal railroads, subways, elevated lines, freight tunnels, ferries, coach and cab lines, bridges, turnpikes and toll roads.

Part IV will comprise the chapters discussing taxation and control of Municipal Franchises, including the following subjects:

- Constitutional and statutory limitations on local franchise grants.
- Popular control of franchises through the initiative and referendum.
- The function of public service commissions.
- Municipal franchise bureaus and public utility experts.
- Relation of franchise to land values.
- Principles of franchise taxation.
- Municipal operation or public regulation.

It is expected that Volume II will be ready within one year after publication of Volume I.

Engineering News Book Department - 220 Broadway, New York

the subject are very fully illustrated by examples of franchise conditions and regulations taken from cities all over the country. The usefulness of the book for reference purposes is thus much increased.

The value of this work lies not only in the vast amount of carefully classified information which it presents in a clear and readable style, but in the conclusions and

advice which complete every section of the study, and which, as the natural result of so thorough an analysis, make the book suggestive for practical use. This volume is fully indexed and contains a list of the authorities consulted. Volume 2 will appear a year later, and will deal with transportation and with taxation and control of municipal franchises.

The Question Box

[Readers are invited to submit any questions falling within the scope of the magazine. The editors will endeavor to see that they are answered; but the coöperation of all readers is requested, so that as much information as possible may be elicited for the benefit of inquirers.]

QUESTIONS

20. **Reading, Pa.**—A question that is giving us considerable trouble in Reading is that of overhanging signs. Can you supply information as to how other cities have dealt with this problem?



21. **Cordell, Okla.**—We have a small prairie town of about twelve years old and containing about 2500 people, and some of us have for some time been trying to improve our civic conditions, and to date about the only visible result is 12,000 street trees now living, this having been accomplished by getting the town to pass a compulsory tree planting ordinance, the planting to be done under direction of a city forester. Afterward they were cultivated and pruned under his direction, and at present they are getting a good start, and now after four years of this work the people in this country, which is entirely treeless, are beginning to appreciate the value of these trees and consider them one of the most valuable assets of the town. For several years we induced the merchants of the town to offer prizes for the best lawns, collection of roses, most artistic vines, the cleanest premises, the neatest premises, the best painted houses and a number of other subjects, each subject having several grades

of prizes. We now have a small sum available for a small city park which will be acquired this fall.

We are soon to have a public library building located, and I have been hoping that we might interest the people in the selection of a civic center before the location of this public building.

We need some literature on the subject of civic centers, especially such as might be applicable in small towns, because we may take up a campaign for this proposition. What is needed is, first, general information on the subject and value of civic centers, and second, some methods of moulding public sentiment for such improvements, keeping in mind all the time that ours is a small and new town with comparatively poor people.

ANSWERS

16. **Minneapolis, Minn.**—The St. Paul municipal auditorium cost \$460,000, which was largely contributed by citizens. The building measures 181x301 feet. The interior can be changed in fifteen minutes from a theatre seating 3,200 people to an arena seating 10,000. It is used for all kinds of meetings and entertainments. On its stage alone more than 2,000 people were recently seated at a banquet.



WHAT are you going to do about the education of your son and daughter? Where will they study this fall?

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It takes just as long to receive bad instruction as it does good, and it costs the same. There's no excuse for accepting poor instruction and paying the price of good. Make sure that your boy and girl have the best by employing the best teachers.

The faculty of this University represents the most eminent men and women in the world; their salaries amount to over one hundred thousand dollars each year. If you were to employ them to teach your children, it would cost you four hundred thousand dollars, as a college course extends over a period of four years.

The American Woman's League has endowed The Peoples University, and every member of the League is entitled to instruction free, for life. This privilege is not limited to members, but extends to minor children—all of them—of members. Every woman of the white race is eligible to membership; the cost is small, and the benefits are great.

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SOME OF THE MEN WHO ARE GUIDING SAVANNAH'S GROWTH

Savannah and its Renaissance

By Col. Neyle Colquitt

Secretary to the Mayor of Savannah

New cities, particularly those which have attained their principal proportions during the past decade, have an advantage over the older ones in that their builders profit by the experiments of their older sisters, and pursue only the most modern methods for securing sanitation, shade, beauty, comfort and other ideal conditions. In planning a city's extension fifty years ago provision was not particularly made for the electric car and the automobile, and to-day there are about 40,000 miles of street railway within the corporate limits of towns and cities in the United States, and the automobile makes its tracks over thousands of streets where the street car does not run.

But Savannah furnishes an exception among the older cities. Planned 177 years ago, her broad streets and parks and squares are of the type imitated by modern cities. The city was laid out by Gen. James Oglethorpe, the founder of Georgia. He must have possessed remarkable prescience, for his original plan, which still exists in all its pristine beauty, is yet a model. Bull street divides the city east from west. On every alternating street parallel to Bull there is a series of parks, two blocks apart. On the other alternating streets parallel to Bull there are no parks, and these streets are used more particularly for traffic. The Strand at Bay Street bounds this system on the north, and Forsythe Park at Gaston Street on the south, though a similar system is employed in the new sections of

the city. Oglethorpe Avenue and Liberty Street, two of the oldest thoroughfares in Savannah, have handsome center parkways with thirty-foot driveways on each side, and, though laid out over one hundred years ago, are models now.

There are 167 acres of park area in Savannah and 376 acres of public grounds, this city being one of the leading cities in the United States in point of park area.

The value of these beauty spots and recreation grounds as a municipal asset is daily being more forcibly realized. Though owned by the city, they are not under the supervision or control of City Council, but of the Park and Tree Commission. The powers of this Commission are absolute, and should the Chairman of that Commission see fit to uproot a live oak and plant a palmetto, the Mayor and Council and all the Courts could not enjoin him. This system has been found to work very well. The



COL. NEYLE COLQUITT

Commission is kept out of politics and is not hampered in pursuing a fixed policy. The Commissioners are the guardians of Savannah's natural beauty, the palmetto, magnolia, crepe myrtle, Judas tree, live oak, dogwood, tea-olive, Spanish bayonet and many other varieties being indigenous and flourishing in the tropical climate. Spanish moss exists in great abundance and is most attractive to visitors.

Savannah, in common with many other cities, has taken on new life within the past five or six years. This rejuvenescence

is due largely to the active coöperation of the trade bodies and the municipality, which were aroused by the activity shown among other American cities, and which resolved that Savannah, possessing more natural advantages than many of her competitors, should not sit idly by while her natural rivals advertised themselves to the world.

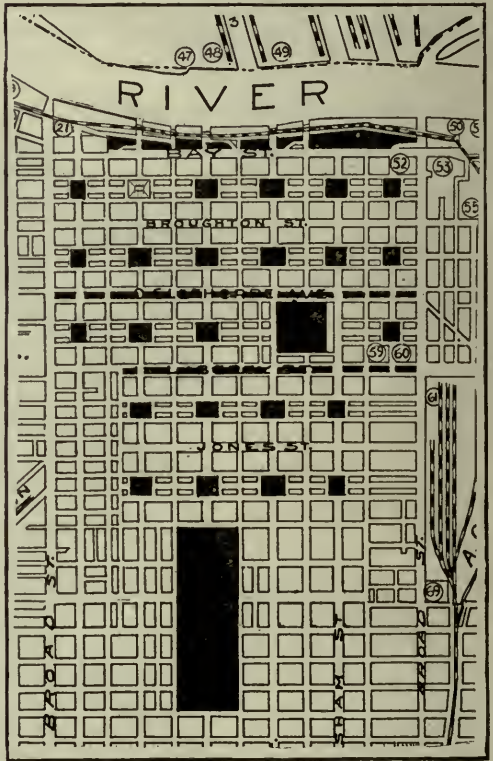
As every one knows, modern municipal advertising is a science. Moreover it requires money. Those who were most zealous in promoting the city's interests studied

cleared by the races, and every cent of it went into the city's advertising fund. Public spirited gentlemen underwrote the races; had loss resulted, these gentlemen, not the city, would have made up the deficiency.

Recently Mayor Tiedeman proposed to City Council that the city appropriate \$10,000 for advertising purposes, provided the trade bodies raised a like amount. One of the trade bodies wanted to make it \$100,000 right away. This indicates the spirit that prevails.



BONAVENTURE CEMETERY



THE HEART OF SAVANNAH
The black squares show the park system

and experimented and then began raising an advertising fund. The International Automobile Race Meet in Savannah in November, 1908, was largely an advertising scheme. It was not the idea of the local promoters merely to get the crowds and to reap the incidental profits of their presence. They wished to be advertised to the world as the most successful promoters in the history of the sport. And they were. They wanted the world to know that they "did things" in Savannah. The crowds that came were converted into Savannah boosters; nor was that all, for \$15,000 was

The sale of Savannah's city bonds proved to be another bit of municipal advertising, the lesson to be learned being that in floating an issue of bonds the most painstaking precaution must be employed to the end that all proper parties be furnished every whit of information available, for in this way a number of splendid bidders may be secured who, otherwise, would not have been attracted. Two and a half million dollars worth of four-and-a-halves were sold two years ago during the panic at an average price of 105.11 and the issue was ten times oversubscribed.

An interesting problem in almost every municipality is that of the acquisition of streets in new sections. Up to January, 1907, when Mayor Tiedeman assumed the reins of government, the City of Savannah had pursued the policy of buying streets and parks. In a single tract \$42,000 was paid for streets. Mayor Tiedeman announced a policy of paying nothing for streets and parks, and while this policy met strenuous opposition in some quarters at first, and it was predicted that it would not prevail, the best proof of its sanity is that within the past year alone 5,000,000 square feet of land for streets, lanes and parks

localities. Dr. V. H. Bassett was chosen, he having received the highest average. Those who stood second to twelfth in that examination were chosen as state and army bacteriologists.

Though it would require a volume to enumerate the advantages which have resulted from the institution of the laboratory, one item might be enumerated as an example. Before the installation of the laboratory physicians of the city were required to pay \$7.50 for 5,000 units of antitoxin. That quantity may now be bought from the laboratory for \$2.50. When it is considered that a very large amount of antitoxin is



A CENTER PARKWAY

Oglethorpe Avenue, one of the numerous thoroughfares with center parkways, was laid out a century ago, but is still a model street

have been secured free of cost, all of which land is in the city limits. Through the same tract in which the city had once paid \$42,000 for streets and lanes 2,500,000 square feet were obtained free of cost. In one year the city secured \$350,000 in land for nothing. This should interest those communities where the purchasing policy still obtains.

Another stride in municipal advancement worthy of emulation was the inauguration of a Bacteriological Laboratory. In choosing the Bacteriologist the greatest care was taken. An examination, prepared by three local physicians, was advertised in all parts of the United States, and on a given date the examinations were held in numerous

used, and that more liberal doses result in a decrease in deaths from diphtheria, the importance of this matter may be appreciated. During 1908, before the reduced charge for antitoxin obtained, the percentage of mortality in diphtheria cases was twelve per cent. In 1909 it was four per cent. It is but fair to attribute the decrease in the number of deaths to the accessibility of antitoxin. It might incidentally be mentioned that the city's death rate, from all causes, was lower last year than ever before in its history.

As a matter of saving to the municipality the steam chamber which was inaugurated as an auxiliary to the Health Department has proven its worth. The chamber is used



SEVEN MILE STRAIGHTAWAY

Part of the automobile course, built of Augusta gravel by convicts

for disinfecting clothes in cases of infectious disease. The city paid more than \$1,000 in 1908 for the property of citizens damaged by disinfectants. In 1909 it paid \$10. The steam chamber will soon pay for itself.

"The widow and her cow" have been the Banquo's ghost of local politics from time immemorial. Time and again cow and milk ordinances have been proposed, but they never get past the "first reading." The widow and her friends got busy and put the pressure too strong on the city Solons. But in December last, after numerous eventful sessions, Council adopted an ordinance, thoroughly modern in all of its features, it being patterned after the finest regulations in the country. As a result of its enforcement nearly all cows have been driven out

of the city, for there is a provision therein prohibiting the keeping of any save private cows within fifty feet of a residence. The popular clamor which preceded the passage of the ordinance has subsided and the pure milk regulations have proven generally satisfactory. Daily inspections are made by the Health Officer or his special assistant, who makes the rounds in an automobile, the milk is analyzed by the Bacteriologist, and if a dairy fails to maintain the required standard it is closed by the authorities.

The city fathers have given a great deal of attention to the matter of street lighting within the past year, with the result that Savannah has some of the most brilliantly lighted thoroughfares in the entire country. On Broughton Street, the principal down-



THE MERCHANTS MAINTAIN THE LIGHTS ON THIS MAIN BUSINESS STREET (BROUGHTON STREET)

town shopping street, there are ornamental posts or stands with from three to five cluster lights on every post, on both sides of the street, disposed thirty feet apart, almost all the way from East Broad to West Broad Streets, a distance of eleven blocks. It has been found that the night business in this district has increased since the installation of the lights. They are maintained by the merchants who pay their pro-rata at a fixed price per front foot. Bull Street, which runs the full length of the city north and south, is lighted under the

Under the policy announced by Mayor Tiedeman, to the effect that in all instances where streets are donated to the city the city will grade and open them, numerous large developments have begun. These sections bid fair within a few years to be the most beautiful parts of the city. Many lots have been sold and the erection of homes begun. The result will be that the property will be assessed for taxation at a much higher figure than heretofore, and the city will soon realize from increased taxes, water rents, etc., more than the amount ex-



SEVEN LIGHTS TO THE BLOCK
View of Bull Street, showing Shepherd's Crook type of street lights

terms of a contract between one of the two local electric light companies and the city, which contract runs until 1920. There are six poles to the block with an additional pole on each side of the intersecting squares. The posts are of the shepherd's crook type, and are of the same style as those used by the New York Edison Company. Each post carries a four ampere magnetite arc lamp. The effect of this street lighting has been marked. Visitors have been so much attracted as to remain over, and many enquiries have been received from all parts of the country regarding it.

pendent in improving these sections. On one of these tracts it is proposed to construct a half million dollar hotel for tourists. The hotel company has been formed and a large part of the stock subscribed. Under the terms of the contract with the city the hotel shall not cost less than \$350,000.

Savannah has recently adopted a modern traffic ordinance, patterned after those of other cities and amended from experience, the provisions of which are enforced by a mounted traffic squad.

Though the farm proper is not in Savannah, the institution at a recent date of an

experiment farm in this county, has proven of much value. A government expert having analyzed the soil and declared that it was suitable for the profitable raising of celery and numerous other vegetables which had hitherto not been grown here, an experiment farm was started. The results have been so satisfactory that a movement has been begun to colonize the county with farming people.

Reference to Savannah's monuments is permissible here. It has been said that monuments belong to the City of the Dead, but the fallacy of such a statement has

spired by the stories of her great men so gloriously told in marble and bronze?

Memorials mark the spot where Wesley preached and where Whitfield established his orphan's home. The first Protestant Sunday School in the world was in Savannah, and the story is told in letters of bronze. Memorials mark the spot where lived Nathanael Greene and where Eli Whitney invented the cotton gin. On Bull Street, beneath a marble shaft having the shape of a Roman sword, repose the remains of Gen. Nathanael Greene and his son, George Washington Greene. The corner-



THE "S" TURN ON SAVANNAH'S AUTOMOBILE SPEEDWAY

been pointed out, and it is well said that a city without monuments is a city without incentive. And so Savannah continues to build monuments on her public thoroughfares. If every schoolboy knows that Savannah never had a bank failure; if every schoolboy knows that Savannah is the largest naval stores port in the world; if he knows that her exports are larger than those of all other South Atlantic ports combined—as large as those of Philadelphia and larger than those of San Francisco,—and have increased faster than any other Southern port, according to Uncle Sam's statistics; what would these things profit him if he did not have the incentive in-

stone of the monument was laid by General Lafayette. On the Strand, along the river front, is the beautiful Oglethorpe memorial, which marks the spot where Oglethorpe spent his first night on Georgia soil. In one of the squares on Bull Street is a monument to Tomochichi, the Mica of the Yamacraws and the friend of Oglethorpe, through whose influence the Indians in this section lived in peace with their white brothers, furnishing the only example of the sort in colonial history. Another monument to General Oglethorpe, a marble memorial costing \$40,000, has been completed and will be unveiled in the fall. President Taft, Colonel Roosevelt and other

prominent men are expected to attend the exercises. In still another square on Bull Street is the Jasper monument, the cornerstone of which was laid by Grover Cleveland, which is one of the few monuments in this country erected to a non-commissioned officer. Sergeant Jasper lost his life in defense of Savannah, as did also the noble Pole, Pulaski. A wonderfully beautiful and chaste monument to his memory also

Within the sphere of an article designed to point out municipal improvements and civic policies it may not be admissible to dwell upon the organization and work of our trade bodies, though they have been potent factors in our city's advancement. In fact, this subject well demands separate treatment. Suffice it to say that the trade bodies have a fine appreciation of the relations between themselves and the munici-



FOUNTAIN IN FORSYTHE PARK, A 31-ACRE RECREATION GROUND IN THE HEART OF THE CITY

rears its head on Bull Street. These, with the monument to the Confederate dead and the one to Gen. W. W. Gordon, comprise Savannah's monuments, and in addition to them there are the two monuments to be erected by Congress at Midway Cemetery, near Savannah, to the memory of Gen. James Screven, who was killed in the Revolutionary War, and Gen. Daniel Stewart, a revolutionary hero, and an ancestor of ex-President Roosevelt.

pality in regard to advertising and the general promotion of the city's interests, and the harmony with which they work spells continued success. This harmony and co-operation is essential, and until it is secured any city which endeavors to advance will do so only with lost energy and at much unnecessary expense.

Civic betterment is becoming an art apart. The renaissance is on and Savannah in the renaissance.



The Business Man's Relations to Civic Development*

By Col. George H. Webb

Secretary Providence Board of Trade

The Business Man and his relation to Civic Development—a broad subject, but capable of but one interpretation. How much does the business man owe to the community in which he lives? The question is concise and the answer is equally as terse. All that he can afford to give of time, energy and money; not theoretically, but literally; and the resultant effect of such giving, is beneficial not only to the community at large, but to the giver himself. As is the case in the large establishment in which welfare work is carried to the highest degree of perfection, where the employer spends time, energy and money in catering to the comfort, well-being and even luxury of the wage earner, with the result that though the motive may be entirely without thought of pecuniary profit to self, almost without exception a finer quality of work, a more finished article, a more saleable product and greater profits accrue to the employer of labor who believes that comfortable surroundings are but the wage earner's due, so in the case of the business man interested in civic development, whatever energy he devotes to the cause of civic improvements returns to him a dividend which cannot always be estimated in dollars and cents, but one which is inevitably satisfactory, and always in proportion to the investment made.

Civic development then is nothing more or less than welfare work in the city, town

or village in which it is attempted. And the business man owes as much to the community in which he lives or transacts business, as does the manufacturer to the operatives upon whom he is as dependent for the finished product as they are dependent upon him for their wages.

It's a sort of mutual association which today is being formed in every progressive community in the country—this Civic Development! It's not a fad or a fanciful

dream. It's a practical business proposition for the conservation of resources, the bettering of conditions under which we are to live, and the enlargement of our opportunities for helping others to live happier, healthier, longer and more useful lives.

We hear the slogan, "For a bigger, busier and better Boston." Euphoniously it sounds all right, but is not the whole idea conveyed in the shorter, but equally impressive phrase, "For

a better Boston?" Surely if we aim to make our cities better, the "bigger" and the "busier" will follow of their own accord. It's no new expression I am coining, when I say that the average person seeking a location for a factory, a business establishment or a home, does not look so much at the bigness and busyness of a city, as he does at its environments, its atmosphere, and the surroundings which make it either an attractive or an unattractive place in which to live.

When you hear a business man say of a city which he has recently visited, "That's a good place in which to live," then watch



COL. GEORGE H. WEBB

* From an address delivered at the "1915" Boston Exposition.

for development in that city. It will grow "bigger" and "busier" because it was made "better" before the other two factors in the case were considered.

Many a business man in recent years has been approached by some committee or by some worker in the cause of civic development, for the purpose of securing his assistance in some progressive work which the local commercial organization was fathering, and that man has refused, possibly in a pleasant way, or possibly in a way that almost took the heart out of the petitioner, to contribute either time, energy or money for civic promotion. "What do I care about the growth of the city?" says he. "What do I care about the betterment of the condition of our streets? What do I care about bringing in new industries? What do I care about the extension of our metropolitan park system, the development of our shipping resources, the beautifying of some one's back yard, or the framing of laws which will produce a better system of government? I've lived here a good many years, and I have all I can do to attend to my own business without looking for outside troubles." Does he really not care, or does he care? The proof that the great majority of such men *do* care is, that when they finally become interested, as is inevitable in the case of the man with brains, they devote more time, energy and money towards helping to make the community in which they live better than some other rival community, than does the man who hypocritically allows his name to be used for committee purposes, and then never attends a meeting for fear he will be called upon to do something.

Every citizen who is a good citizen, no matter whether he is willing to admit it or not, has a certain amount of inherent pride in the development of the community in which he lives; and it only needs perseverance on the part of the enthusiast to bring out that dominant spirit of civic pride and make it a helpful asset for concrete work.

The relationship of the business man to civic development is as close as is that of the father to the child. Let every father neglect his child and what can you expect of the offspring? Let every business man neglect his share of civic development work and what will be the result?

We are all prone to say of the cities and towns in which we live, "Oh, there's no civic pride in this place." But is it so? Almost invariably, no.

Civic pride exists in every community, large or small, urban or suburban, metropolitan or domestic. It only needs to be awakened, and it's the *progressive* business man who takes an active part in the awakening. He recognizes his relationship and consequent duty toward civic development, and does his share in contributing either money or time towards a cause which he knows is right.

He realizes that the first step is the unification of all common interest, in order that duplication of energy may be avoided. He knows that all petty jealousies must be cast aside, and that personal likes and dislikes must be buried for the attainment of one common end. He is prepared to persevere, even though after the first creation of enthusiasm there comes a spell of lethargy, disinterestedness, and lack of enthusiastic coöperation, which to the uninitiated appears disheartening. He does not expect that the population of the city will be doubled in a year. He does not look for an immediate procession of business men to block the streets, looking for locations for new enterprises. There is no expectation that flowers will grow over night where gravel and sand and mud and mire existed but twenty-four hours before.

His business judgment, his trained mind, his practical experience, tell him that results can only be accomplished by surmounting difficulties which occur as often in the business world as in development work. As he has possibly many times staved off failure by dogged determination to succeed, so in spite of all disappointments as to coöperation, in spite of all insinuations as to personal gain, in spite of disheartening attempts to arouse still further civic pride when the first fire has begun to smolder, he will *persevere*; because as a business man he knows that perseverance is absolutely essential to success.

Civic development is as impossible without the coöperation and substantial backing of business men as is a solid structure without a foundation. The one is dependent upon the other. The trained mind, the hard worker, the man who is too busy to attend to any business but his own, is *the*

necessity in every plan for developing the natural or artificial resources of a city, town or village. The old saying that the busiest man is the one who has the most time is literally true.

It has been proven true in Cleveland, in Cincinnati, in Buffalo, in Detroit and in Boston, where the Boston-1915 movement (results not to be accomplished in a day, but in years) is receiving the active support of those who are known as Boston's busiest men. In no place has the relationship of the business man to civic development been more forcibly illustrated than in this city. Coöperation, unification, financial support, concrete plans, all show the stamp of the busy merchant, manufacturer or financier. Boston's splendid exposition of what is being done in all parts of the country along the lines of bettering the conditions in which we live, in every walk of life, is indicative of the progressive business man's theory that we must know what others are doing first before we seek to branch out along unknown lines.

The results which Boston hopes to bring about in few years time may be the idealist's conception of the City Beautiful; but

the whole plan is conceived in such a comprehensive manner, it is so admirably and intelligently presented and so concretely businesslike in its construction, that all thought of idealism fades away in the forceful attempt to solve the problem of civic development as a whole, by first awakening municipal consciousness through strictly educational methods, and then by comprehensively setting business men to work in a businesslike manner to insure the accomplishment of results.

Here, then, is without doubt a clear presentation of the business man's relation to civic development.

The Boston-1915 movement was started by business men who realized that if Boston was to progress industrially, if it was to be made one of the best cities in the world in which to live, then business men must put their shoulders to the wheel and keep it turning; not spasmodically for a day, or for a month, or for twelve months, but for years; and they build well when they constructed a coöperative development plan, which has won the confidence of the public through the very stability which time implies.

How They Save Babies in Indianapolis

Sample of Cards Given Mothers

Remember there is nothing so good for the baby as the mother's milk.

Don't feed it anything else unless told to do so by your doctor,

But if your doctor says you must stop the breast milk, get the properly prepared food from the Milk Commission station.

Don't boil the milk you get from the Commission,

But keep the bottle of milk in a cool place.

Don't open the bottle before the baby is ready to be fed,

But use a fresh bottle and a clean nipple for every feeding.

Don't feed the baby cold milk,

But put the bottle in a pail or can of warm water for about 10 minutes before feeding.

Don't feed the baby too much or too often; remember there is more danger in feeding too much than too little,

But feed at regular hours, and from the bottle only; if the baby cries at other times, give it cool, boiled water.

Don't give it any milk in case of diarrhea, But consult your physician or the nurse at the milk station.

Don't handle the baby too much, But let it alone; don't pick it up every time it cries.

Don't put too much clothing on it,

But bathe it in a tub every day.

Don't allow the baby to stay in a close room, But give it fresh air, asleep or awake, night or day.

Don't let it stay awake too long.

But give it at least two naps a day.

Don't let the baby sleep in the bed with any other person,

But if there is no crib, arrange chairs with soft covering over them and so the baby can't fall off.

If a baby is worth having, it's worth saving, by following the advice here given; if you need more, go to your physician if you have one, or consult the nurse at the distributing station.

The Basic Principles of City Planning*

By Frederick Law Olmsted

Professor of Landscape Architecture, Harvard University

City Planning may conveniently be considered under three main divisions.

The first concerns the means of circulation; the distribution and treatment of the spaces devoted to streets, railways, waterways, and all means of transportation and communication. The second concerns the distribution and treatment of the spaces devoted to all other public purposes. The third concerns the remaining or private lands and the character of developments thereon, in so far as it is practicable for the community to control or influence such development.

Street and Traffic Systems

Facility of communication is the very basis for the existence of cities; improved methods of general transportation are at the root of the modern phenomenon of rapid city growth; and the success of a city is more dependent upon good means of circulation than upon any other physical factor under its control.

Moreover the area devoted to streets in most cities (excluding those regions that are still undeveloped) amounts to between twenty-five and forty per cent of the whole, and the improvement and use of all the remainder of the city area, both in public and in private hands, is so largely controlled by the network of subdividing and communicating streets that the street plan has always been regarded as the foundation of all city planning. Indeed until recently in the minds of most public men in America general planning applied to cities has included nothing but the streets. But even as to streets, plans drawn primarily in the interest of easy communication, with a view to the common welfare of all the citizens and by agents responsible to them, have been unusual.

It is an interesting consideration that most of the street planning in America and until recently in Europe has been done from the proprietary point of view. Nearly

all new city and town sites that have been deliberately planned, whether well or ill, have been planned by or for the proprietors of the site, largely with a view to successful immediate sales. Regard for the remoter interests of the community has commonly been dictated more by an optimistic opinion of the intelligence of prospective purchasers than by a disinterested desire to promote their future welfare. Naturally where the proprietor or his agent has been enlightened and wise, even with a selfish enlightenment, the results have been relatively good for the community, and where he has been shortsighted and ignorant and mean in his selfishness the results have been bad; but the proprietary point of view must have colored and narrowed the outlook of the designers throughout. Moreover, the methods, traditions and habits created in this school have inevitably dominated in large measure those official street planning agencies which the people of some cities have subsequently established with the purpose of exercising a control in the interest of the whole community over the street layouts of individual proprietors.

It is to be noted further that the ruts in which the platters of street plans have generally been running in America, were deeply worn before the beginning of the modern revolution in means of transportation, dating from the introduction of metal rails and the development of the steam engine.

Steam railroads it is true, developing as they did mostly in the open country, early began to learn the extent to which their efficiency depended upon a standard as to ease of curvature and lightness of gradient that put their planning in a wholly different category from that of the old type of thoroughfare; and somewhat more slowly they began to learn the importance of a complete separation from other kinds of traffic even at crossings. Although in the earlier days the existing streets were often used by the railroad in entering or passing

* From the introductory address before the Second National Conference on City Planning and Congestion of Population.

through a town, as in the familiar cases along the New York Central, the tendency became gradually stronger to disregard the hampering streets and lay out steam railroads, even in cities, upon functional lines suitable to great long distance thoroughfares operated at high speed. This divorce meant a great improvement as to the railroads, but it left the street system to stagnate in the old ruts and tended to a total disregard of the relation between the streets and the railroads as distinct but complementary parts of one system of circulation.

But if the long distance and suburban steam railroads thus divorced themselves from the antiquated methods of the street-planners, all other improved means of transit have been as a rule bound hand and foot by them. Horse cars, mechanically propelled streets cars of all sorts, and rapid transit railways whether above or below the street grade, have generally been limited to streets laid out on plans that embodied scarcely any features that had not been common in city plans for many centuries. The one important exception was that the average width of street became greater. The routes which transit lines have had to follow have often been full of angular turns, have seldom been well distributed in relation to the area and the population, and in the case of surface lines have been encumbered by a large amount of general vehicular traffic for which adequate provision separate from the car tracks has been lacking.

It has thus been the tendency of street planners, whether acting for the city or for landowners, to give quite inadequate attention to the need of the public for various types of main thoroughfares laid out with sole regard to the problems of transportation, and to permit the supposed interests of landowners and the fear of heavy damages to limit the width of thoroughfares and force them out of the best lines in order to conform to the owners' preferences as to land subdivision—usually conforming to a gridiron plan. But at the same time there has been, on the other hand, a decided tendency on the part of official street planners to insist with a quite needless and undesirable rigidity upon certain fixed standards of width and arrangement in regard to purely local

streets leading inevitably in many cases to the formation of blocks and of lots of a size and shape ill adapted to the local uses to which they need to be put. The typical instance of the latter tendency is that of insisting on wide blocks and deep lots in a district occupied by people whose rents must be low and accommodations correspondingly limited; narrow, deep, dark buildings or rear tenements or both are the almost inevitable economic result. Another instance is that of fixing a minimum width of street and minimum requirements as to the cross section and construction thereof which make the cost needlessly high for purely local streets, and thus inflict a wholly needless and wasteful burden of annual cost upon the people.

Without more than alluding to the immensely important and complex relations between the railroad freight lines and terminals, the wharves, the water-ways, the sites for economical warehousing and manufacturing, and the street system, I can say in summary that there is great need of treating all means of the circulation in a city as a single connected system, and at the same time of recognizing clearly the differentiation of all its parts, so that each shall fit its function amply but without waste, from the biggest railroad terminal down to the smallest alley.

Civic Centers and Public Buildings and Parks

The second main division of city planning is a very miscellaneous one, including all the public properties in a city not used primarily for circulation; but they may be grouped for our purposes into three principal classes.

The first class may be called that of central institutions, serving the whole city and requiring for convenience a comparatively central position: such as the city hall and the head offices of public departments and services both municipal and otherwise, the public library, museums, central educational establishments, and the like, together with the grounds appurtenant to them. Functionally it is important to class with these as far as practicable similar institutions of a quasi-public sort even though owned and operated by private individuals or corporations, such as the leading establishments devoted to public recreation (dramatic, musical and otherwise)

with a clientele covering the whole city. One of the greatest needs in regard to all matters of this sort is the application of intelligent effort to the grouping of such institutions at accessible points in so-called civic centers for the sake of convenience and of increased dignity and beauty.

The second class consists of institutions serving limited areas and therefore needing to be repeated in many different places throughout the city. Such are schools, playgrounds, gymnasias and baths, branch libraries, branch post offices, police stations, fire engine houses, district offices and yards of the department of public works and other public services, neighborhood parks and recreation grounds, voting places, public and quasi-public halls and social centers, and so on, including in the same class so far as practicable the local institutions conducted by private organizations, such as churches. The most notable thing about this class of institutions is that while most of them belong to the city and are therefore entirely under the city's control as to location and character, the selection of sites is ordinarily determined by separate departments without the slightest regard to the selection of other departments or the possibilities of economy, convenience and esthetic effect that might result from combination or grouping. Even in the separate departments it appears to be a rare exception that any considerable degree of comprehensive foresight is exercised in selecting sites with a view to economy of purchase or to securing a convenient and equitable distribution.

We shall not have intelligent city planning until the several departments responsible for the selection of sites for all the different public purposes of a local character get together in laying out a general plan and method of securing such sites, forming in many cases local civic centers in which the respective neighborhoods can take pride.

We must come, I believe, to a full acceptance of the principle, now well established in some of the German states that, when any tract of land in or adjoining a city is opened up for building purposes, not only the necessary streets must be set apart and dedicated to the public but also all the other areas that will be required to meet properly and liberally, but without

extravagance, *all* the public needs of that locality when fully occupied, just so far as those needs can be foreseen by intelligent and experienced men. In no other way can the sites for these local institutions be placed so well or with so little economic waste.

The third class of public properties consists of many special institutions not demanding a central location but serving more than a local need, such as hospitals, charitable and penal institutions, reservoirs and their grounds, large parks and outlying reservations, parkways, cemeteries, public monuments and certain monumental and decorative features to be found in connection with open spaces that exist primarily for other purposes. In this class the opportunities for economy and better effects through combination and grouping of sites are not so numerous, and what seems to be most needed is a more far-sighted regard for the relation of each of these important institutions to the probable future distribution of population and to the main transportation routes. In every case the adaptability of the site to its particular purpose needs to be considered with the best of expert advice; but in addition those which occupy considerable areas, like the large parks and cemeteries, need be considered from a double point of view, as obstructions to the free development of the street and transit systems and as places to and from which large numbers of people must be carried by those systems.

The Development of Private Property

The third main division of the lands within a city, consisting of all that remains in private ownership, is subject to public control chiefly in three ways:

The street plan absolutely fixes the size and shape of the blocks of land, and hence limits and largely controls the size and shape of individual lots and of the buildings which can be most profitably erected upon them.

The methods of taxation and assessment greatly influence the actions of land owners, and of those having money to invest in land, buildings, or building mortgages. They have a direct influence upon the speculative holding or unproductive property; upon the extent to which development is carried on in a scattered, sporadic man-

ner involving relatively large expense to the community for streets, transportation, sewerage, etc., in proportion to the inhabitants served; upon the quality and durability of buildings; and, in those states where property is classified and taxed at varying rates, upon the class of improvements favored. Exemption from taxation for a certain period, or other such bonus, is a familiar device in some cities to encourage a desired class of developments, such as new factories.

But the chief means of planning and controlling developments on private property is through the exercise of the police power. The principle upon which are based all building codes, tenement-house laws and other such interferences with the exercise of free individual discretion on the part of land owners, is that no one may be permitted so to build or otherwise conduct himself upon his own property as to cause unreasonable danger or annoyance to other people. At what point danger or annoyance becomes unreasonable is a matter of gradually shifting public opinion interpreted by the courts.

The first object of building codes and of the system of building permits and inspections through which they are enforced is to ensure proper structural stability. A second object is to reduce the danger of fire to a reasonable point. A third object is to guard against conditions unreasonably dangerous to health. Tenement-house laws, factory laws and other special provisions operating in addition to the general building code of a city are directed mainly toward the protection of people using special kinds of buildings against unhealthful conditions and against personal risk from fire and accident. Buildings are classified according to the purposes for which they are used, according to their location with respect to arbitrary boundaries (such as "fire limits") according to the materials of which they are built, and in dozens of other ways; and for each class minute and varied prescriptions and prohibitions are made which in the aggregate play an important controlling part in determining the size, height, purposes, plan, general appearance and cost of building which the owner of any given lot can afford to erect within the law. While these regulations are intended only to guard against the evil results of

ignorance and greed on the part of land-owners and builders, they also limit and control the operations of those who are neither ignorant nor greedy; and it is clear that the purpose in framing and enforcing them should be to leave open the maximum scope for individual enterprise, initiative and ingenuity that is compatible with adequate protection of the public interests. Such regulations are and always will be in a state of flux and adjustment, on the one hand with a view to preventing newly discovered abuses, and on the other hand with a view to opening a wider opportunity of individual discretion at points where the law is found to be unwisely restrictive.

It is to be hoped that with increasing precision and scope of knowledge these regulations will become more and more stable. Especially in regard to structural stability it will certainly become possible, with improvements in the scientific basis for the regulations, to ensure the needful strength with a much smaller margin of wasted material and money than is now demanded to cover the vague doubt of the public authorities as to what the safe limit really is. So also in regard to the important detail of plumbing regulations, it seems likely that the future will bring a simplification and lessening of the present costly requirements rather than increased stringency. It is different with the regulations governing obstructions to light and air, regulations which have the most important effect upon the heights and widths and general plan of buildings, upon their relations to each other and to the streets, and thus upon the whole fabric of the city plan. These regulations are among the newer additions to the building laws, they are as yet tentative, unsystematic, half-hearted, and based upon no adequate recognition of the evils to be met. It is therefore likely that in this field there will be numerous changes for some time to come and a tendency to much more radical requirements.

The amount of light entering any given window in a city, and up to certain limits the amount of air, is dependent mainly upon the distance to the next opposite building wall and the height thereof above the level of the window. An examination of the building codes and tenement-house laws of 35 American cities shows a con-

fusing diversity in the regulations limiting building heights and horizontal spaces to be left open, and there are some cities in which there is practically no effective regulation at all.

A most profitable and fertile subject for study and discussion in this part of the field, to which some attention will be given at this Conference, is that of the zone or district system of building regulations, under which the outcome of unrestrained economic competition in producing tall, crowded buildings with badly lighted lower stories is recognized and accepted to a certain degree in the central parts of a city, but increasingly better standards of light and airiness are fixed in the outer regions where congestion has not yet progressed so far.

As to the influence of methods of taxation in determining the physical improvements undertaken on private property it will be enough here to cite a single example. In Pennsylvania the law provides for a classification of land as agricultural, rural and urban; of which the second is taxed twice as much as the first in proportion to its value and the third three times as much as the first. As applied within city boundaries vacant fields held for speculative purposes are commonly taxed as agricultural property. Under these circumstances the man who draws his savings out of concealed and untaxed intangible investments and builds a house is not only punished by a tax on the money he puts into his house but is taxed two or three times as much on the land as his speculative neighbor who does nothing but play dog in the manger and wait for "unearned increment."

The principle of classifying taxable property and discriminating in rates is closely akin to the protective tariff system, and is plainly open to the same sort of abuse of special privilege as instanced by the above example from one of the strongholds of protection and of special privilege, but it is undeniably a convenient and useful means of controlling in the public interest certain things which it is impossible or undesirable to reach through the police power. There is now pending an amendment to the Massachusetts constitution to authorize the legislature to permit such discriminatory taxation. It is a very dan-

gerous two-edged weapon. But so is nearly every weapon that is sharp enough to cut; the drafting and enforcement of building codes reek with graft where they are not under the intelligent scrutiny of an awakened public conscience; there is no means of advance that is guaranteed to be safe, painless and untainted.

Bound up with the effect of taxation upon the physical constitution of cities, upon housing conditions and congestion, is the still more controversial subject of customs of land tenure; of the policy of long term building leases with their great encouragement to new building on small capital as in Baltimore, and with their tendency to strangle any further improvements or changes as the term of the lease draws on; of the advantages and disadvantages and controlling conditions of the habit prevailing in many cities of home ownership, and of the contrary habit elsewhere among people of the same standard of living in hired houses or tenements; of the relation of these habits to the desirable type of house and size of lot and of block in each city; of the copartnership system of owning and leasing; of the position of the City as an active factor in the real estate market; of municipal tenements and municipal cottages; and so on. No thorough discussion of congestion or of city planning in the broad sense can long avoid such questions as these, and to take them up means touching some very live wires.

I have outlined in a fragmentary sort of way the three main divisions of city planning, dealing respectively with the lands devoted to the means of public circulation, the lands devoted to other public purposes and the lands in private ownership. Within all of these divisions the actual work of city planning comprises the following steps: a study of conditions and tendencies, a definition of purposes, a planning of physical results suitable to these purposes, and finally the bringing of those plans to execution through suitable legal and administrative machinery. Every one of those steps of progression is vital, every part of the three main divisions of the field is important.

The Element of Beauty

In all that I have said you may have noticed the absence of any reference to

beauty in city planning; that is because I want in closing to emphasize the relation which it bears to every phase of the subject from beginning to end.

The demands of beauty are in large measure identical with those of efficiency and economy, and differ merely in demanding a closer approach to practical perfection in the adaptation of means to ends than is required to meet the merely economic standard. So far as the demands of beauty can be distinguished from those of economy the kind of beauty most to be

sought in the planning of cities is that which results from seizing instinctively, with a keen and sensitive appreciation, the limitless opportunities which present themselves in the course of the most rigorously practical solution of any problem for a choice between decisions of substantially equal economic merit but of widely differing esthetic quality.

Regard for beauty must neither follow after regard for the practical ends to be obtained nor precede it, but must inseparably accompany it.

Getting Galva Going

By Glenn Marston

The history of the Galva Commercial Club is a continuous record of ambition and achievement of which a city ten times its size could be justly proud. This club has done more to make a little Illinois city of 3,500 assume the assurance born of success than all other local influences put together. The Commercial Club is the nucleus of some half dozen subsidiary organizations, and is largely instrumental in directing their energies along the lines which seem to afford Galva the greatest good. Among these are the Public Improvement Club, the Good Roads Association, and the Young Men's Civic League, each having its own meetings independent of the business men's meetings which deal with commercial affairs only.

The Commercial Club is anxious, as are all commercial clubs, to secure new industries, but has been handicapped by the lack of suitable power. The officers of the club decided that they must secure some source of electric power, and their action was characteristic. They called a meeting of all the citizens, at which the power question was discussed from all sides. There were almost half of the total number of voters in the city at the meeting, and some 90 per cent of the taxable property was represented. The meeting began at half past seven, and

broke up at one in the morning after passing, without a dissenting vote, a resolution instructing the City Council to investigate the best method of securing electric power and disposing of the municipal lighting plant, which has not been excessively popular. This investigation is now under way.

The success of the Galva Commercial Club has been far from spontaneous, however. It has meant hard work on the part of its officers and has suffered its share before people could be made to believe in it. Twice it failed utterly. The present organization is the third. It profited by the mistakes of its predecessors. The first thing to do was to unite the business men for some concerted purpose—to awaken the spirit of co-operation. In order that nobody might refuse to join on account of cost the dues were made low—\$1.00 per membership, and \$1.00 a year. The finance committee took other steps, and at the end of the first year the club had \$1,100 in cash.

Galva is the center for a considerable rural population, and much of the merchants' trade came from farmers. Somebody hit upon the idea of making the Commercial Club's first work that of improving the roads into Galva. It was a happy thought, for there was not a merchant in the city who did not want to see the farmers

come more and more often to the city. So the club organized its first subsidiary—the Good Roads Association.

No other possible scheme could have had the far-reaching results that followed the organization of the Good Roads Association. It is difficult to decide whether the club was more anxious to have the farmers come to Galva, or whether the farmers were more anxious to come. Anyway, the farmers immediately became interested, and after joining the Good Roads Association, many of them became members of the Commercial Club. The Association has made of Galva's roads the most striking permanent advertisement possessed by the city. One cannot enter Galva on other than smooth, well-drained roads. Even in the spring, when all Illinois is famed for its

this mercantile center. He was shown that the roads were constructed to make it easier for him to do his marketing, and the more marketing he did in Galva the wider would be his range of choice among the merchants. The farmers saw that their interests were identical with those of the city, and their enthusiastic coöperation with the Commercial Club in all of its work is gratifying proof of the fact that the farmers are always willing to help boost a city when that city shows a proper regard for the farmer's needs.

To a small community, such as Galva, extensive paving is out of the question; so is expensive roadmaking, but wonders can be accomplished by proper grading and drainage, and it was to these that the Good Roads Association first turned its atten-



CONSTRUCTING THE HARD ROADS WHICH HAVE UNITED THE CITY AND ITS SURROUNDING FARMING DISTRICTS

gumbo highways, Galva is the city which suffers least, and it is to Galva that the farmer can make his first trip.

The organization of the Good Roads Association also proved to be a strong weapon in the warfare against mail-order houses which is indulged in by merchants in all medium sized communities, particularly those drawing business from rural districts. By preparing good roads the Commercial Club made it easier for the farmer to come to the city, thus avoiding the "sight unseen" feature of mail-order purchasing. By its carefully considered plan the club made the farmers feel that the roads were theirs, and were there to be used by them, and by making the Good Roads Association a part of the Galva Commercial Club every farmer was impressed with the fact that he was responsible in part for the success of

tion. Not five years ago Galva's farmers who started for town were in danger of being mired in a dozen places. The highway commissioner was first, last, and always a politician—more often a highwayman than a commissioner. The Good Roads Association took over from the Farmers' Institute the work of improving the roads. A prize purse of \$80 was subscribed, divided into three awards—\$40, \$25, \$15—for the best four-mile stretch of road from the corporation line. The basis on which the prizes were awarded was as follows: grading, 40; dragging, 30; grass seeding outside roadway, 10; ditching, 10; weeds, rubbish, etc., 10.

The results of this contest were far-reaching. Every road leading from Galva was improved. The next move was the improvement of city streets. Last fall the



THIS UNATTRACTIVE PLACE IS NOW CENTRAL PARK

Commercial Club had aroused sufficient interest to secure the construction of \$8,000 worth of macadam road in two months, which was paid for without any taxation. In April, 1910, the Commercial Club had a meeting where this paving of the principal streets was assumed by frontage guarantees given by a large majority of the property owners.

The Commercial Club is modest as to its accomplishments. The secretary says:

"Just a little agitation got our City Board busy on the park system, and today Galva is proud of the best park system in any small town in the state. We do not claim any credit for this, as our Board has been alive to this improvement, and has done park work that has caused our larger neighbors to comment. It is pertinent, however, to remark that the park commissioners are active workers in the Commercial Club."

It may be that agitation for better parks was unnecessary, but it is safe to say that the Club's efforts in improving the public

highways were influential in raising a public desire for public improvements of other kinds.

Once the good roads movement got under way, it became a veritable snowball in its accumulation of enthusiasm, and since the construction of the first mile and a half of macadam road there has been a continuous demand for extensions, some farmers going so far as to offer bonuses of hundreds of dollars to secure extensions in the direction of their property. Many farmers offer to furnish all labor necessary for road work abutting their property, but this is discouraged, as it is found that better results can be secured on a cash basis, and most of the property owners realize this.

The parks of Galva would be a credit to any city. The Commercial Club cannot disclaim responsibility for the park surrounding the railroad station, around which are grouped the leading mercantile establishments of the city. In cooperation with



CENTRAL PARK, GALVA

the railroad, which met half the expense, a former mudhole has been transformed into a charming public square, with flowers, shade and walks, a haven of rest for the farmer and his family when on their weekly shopping tour, and a delight to the eye of the passing traveler whose car window too often reveals nothing but cinders and mud as he flits along the rails.

All this exertion on the part of the Commercial Club, is however, merely preliminary. Galva wants new industries. The officers of the Club, when it was organized, realized two things. If the city was to get new business it must be attractive to new residents, and it must give evidence of unity of purpose. The knocker must be eliminated. He was. Galva is enthusiastic over her roads, she glories in her parks, and boasts that over a hundred industrial concerns have inquired into the advantages of the city during the past year. A few small

ones have been secured, but the Commercial Club has only just become ready to press its claims for industries. It has had to put its house in order first. It has had to eliminate the family squabbling and quibbling which often makes a small town stay small forever.

When you ask them how they did it they will say: "There is not much to tell about this organization—just a lucky bunch who hit upon the right idea—civic coöperation. The little petty grievances that crop up in small towns have disappeared, and any business proposition can now be brought up, debated, and decided upon without the old-time prejudice and hard feelings. The knocker is almost obliterated. The spirit of good fellowship is abroad in our city. The ministers are interested and endorsing the work. The retired farmers are our liberal supporters." And everyone in Galva calls it "*Our City*."

Progress in City Planning

By Clinton Rogers Woodruff

Secretary National Municipal League

Some idea of the growth of the movement for city planning can be gathered from the following list of current efforts in this direction. This list does not purport to be more than a very brief summary, and is designed merely to exhibit in concrete form the growth of this highly important movement:

ST. LOUIS.—An ordinance to create a City Planning Commission has been introduced into the City Council. The effective work of the St. Louis Civic League is beginning to bear substantial fruits.

INDIANAPOLIS.—Thanks to the intelligent agitation of the Board of Park Commissioners, of which Leroy E. Snyder is secretary, and the public spirited coöperation of the Commercial Club, some effective work is being done, a portion of it under the direction of George E. Kessler, of Kansas City.

MINNEAPOLIS.—The City Improvement Commission is busily at work. It has already retained E. H. Bennett of Chicago, Mr. Burnham's colleague, and W. P. Corrlis of Minneapolis, to prepare preliminary plans.

DETROIT.—E. H. Bennett of Chicago, has been retained to prepare a plan.

BROOKLYN.—The local architects are beginning to agitate the subject.

DENVER.—The plans for the civic center are progressing. Obstacles are being overcome, and, as has already been pointed out in THE AMERICAN CITY, substantial work is being done in many directions to give force and effect to the suggestions of the experts who have been retained.

PORTLAND, ORE.—The Civic Improvement League, of which Dr. J. R. Wetherby is chairman, and Charles B. Merrick secretary, has retained E. H. Bennett

to prepare plans, a considerable fund having been raised to cover the necessary expenses.

ATLANTA.—Civic center and boulevard plans are being prepared and forwarded by the Chamber of Commerce under the leadership of its aggressive secretary, W. G. Cooper.

NEWARK.—A city planning commission has been proposed.

LOS ANGELES.—A Los Angeles 1915 movement, of which Dana W. Bartlett is chairman, is making steady progress.

HARVARD UNIVERSITY.—Plans for the improvement of the grounds and the surroundings of the university are under consideration with Frederick Law Olmsted as the professional adviser.

MILWAUKEE.—Plans for a civic center are under discussion.

COLORADO SPRINGS.—Commissioner Himbaugh and the Civic League are discussing the question of further plans for the beautification of this already beautiful city.

ST. JOSEPH.—The plans prepared by Charles Mulford Robinson have been published in the newspapers, and will shortly be published by the Publicity Club, of which George M. Irvine is the president.

DALLAS, TEX.—A City Plan and Improvement League, with H. D. Lindsley as chairman, has been organized as a result of the recent visit and addresses of J. Horace McFarland, President of the American Civic Association.

SAN ANTONIO.—The City Improvement League is agitating the adoption of a city plan.

MEMPHIS.—The City Club and the Civic Progress League are advocating city plans.

WHEATON, ILL.—A movement having the endorsement and coöperation of E. M. Reber, a former mayor, and M. G. Pittsford, to beautify the fronts of old buildings, has been advocated at the suggestion of Jarvis Hunt, architect.

WATERLOO, IOWA.—Charles Mulford Robinson has submitted his plans for the beautification of the city.

OTTUMWA, IOWA.—Plans for the improvement of the river front are under consideration.

MANKATO, MINN.—The Civic Improvement League, Miss Maude Van Buren president, is at work stimulating public sentiment in plans for a beautiful city.

STILLWATER, MINN.—W. A. Finklenburg, of Winona, has been retained to prepare plans.

OSHKOSH, WIS.—The Chamber of Commerce has a committee, of which Dr. M. E. Corbett is chairman, to consider the whole subject.

TRENTON, N. J.—Francis V. Donnelly and Joseph S. Hasskarl are preparing plans for the improvement of the river front.

MONTCLAIR, N. J.—Although the plans of the Civic Association have been defeated, it is generally regarded that the defeat is but a temporary setback.

MUNCIE, IND.—The Commercial Club has taken up the subject of city planning.

MONTREAL.—A Metropolitan Park Commission Act, broadly modelled on the Boston law, has been prepared for introduction at Ottawa by W. D. Lighthall.

TORONTO.—The Guild of Civic Architects has presented a very interesting suggestion for the improvement of the city.



Dourges: The First Model Garden-Village in France

By Georges Benoît-Lévy

Founder of the Association des Cités-Jardins de France

There is perhaps no other country that can be called the land of homes so justly as France, for it has been estimated that with our 40,000,000 inhabitants we have 4,500,000 landowners. But these statistics apply chiefly to villages and small towns. In France, as everywhere at the present time, there is a tendency to flock to large cities, where an extremely congested population comes to live, or rather to perish, in barracks far removed from all nature and vegetation,—dwellings which, to use the vigorous phrase of M. Cheysson, are “the tombs of the human race.” Every year in Paris alone 40,000 new inhabitants take up their abode.

We should remember that people feel the attraction of cities because of the lack of diversion, the absence of social life in the country, where, although conditions are more healthful, life involves many inconveniences. Mr. Ebenezer Howard has said that if the advantages of the city and of the country could be combined, if, to quote the expression of Proudhon, one could take the city to the country, a middle type and model would be created which would truly be the city of the twentieth century. This is the idea from which has sprung the garden city, that is to say, the city in the country.

There is really only one such community in the world,—the one called by that very name of Garden City, at Letchworth, about three quarters of an hour from London. The organization of this model city and the history of its founding deserve a special article. We will say no more of it here. But even if there is only one real garden city, during recent years we have seen garden suburbs grow up around the large English cities, and at various points throughout the world model industrial settlements have been established which are in a way garden cities on a reduced scale.

It has very often been said that the civilization of the twentieth century will be-

long to the city; and, in fact, in certain localities, which a few years ago were covered with grain fields and pastures, factories have now sprung up, the heavens are obscured by clouds of thick smoke, wretched lodgings have been built, and misery prevails. The hand of man has sullied the work of the Creator.

There is reason in these prophetic words of Napoleon III:

“Industry is a machine that runs without a regulator. A veritable Saturn of labor, industry devours its children and lives only by their death. Should we not, however, take account of its great benefits? We believe that it is enough to heal its wounded, to ward off its wounds; but this is an urgent duty, because society is not an imaginary organization, it is a living body which will not prosper unless all its members are in a state of perfect health.”

It would seem that the suspicions which Napoleon III held as to industry have been justified; the fact is the more grave because it is around factories that the new cities of today have grown up,—cities that are themselves only vast manufacturing groups. But a current of reaction has set in against the first premature and defective establishments. We begin to understand that the interest even of captains of industry demands healthy, strong, expert employes. Such a class will mainly be found in a model community built up by itself. It is therefore the manufacturers who should build the new cities; it is for them to make the cities healthful and beautiful. Social and economic improvements are indissolubly united. Wherever industry is powerfully organized, wherever the economic situation is prosperous, there the social and moral state of the nation is best.

Such are the considerations which have moved certain manufacturers, like Mr. W. H. Lever, at Port Sunlight, and Mr. Cadbury, at Bournville, as well as the Mining Company of Dourges in France, to build garden villages. The first two instances

are well known to our readers, for whom there is no need to dwell thereon; but they will, perhaps, be interested in a brief description of the circumstances of the founding and the principles of operating the first model garden village ever built in France, which was begun not more than a year ago.

It was after the catastrophe of Courrières about four years ago that I was called in the capacity of social engineer to the Mining Company of Dourges. In the name of the Association des Cités-Jardins de France I strongly advised the Company to build a model village, for which I had the pleas-

also more beautiful, more artistically arranged, and are charmingly scattered among flowers and greenery.

The Aspect of the Garden Village

It is an ensemble of elegant and harmonious curves, of streets planted with trees and bordered with turf, of cottages of various hues, which give an impression of freshness, of health and gaiety. In the arrangement of the village the points of compass have been taken into account, so that each cottage has as much sunlight as possible.

Let us look at one of the village streets.



ENTRANCE TO THE MODEL VILLAGE OF DOURGES

The little circle of green at the meeting of the curved streets suggests the picturesqueness of an old French village

ure of furnishing the first suggestions. The architect of the Company was sent with me to see what had been done in England. The work was undertaken; and today, when the traveller, having journeyed by the special railroad which connects all the mining settlements of northern France, arrives at Dourges, he cannot restrain a cry of enthusiasm at the aspect of the garden village, so different from the monotonous, gloomy huts, the sight of which has accompanied him to this point.

It is well to note here that a garden village, a garden city, differs from a manufacturing settlement not only in that its inhabitants have cheaper and more sanitary houses, but that their dwellings are

Here is a road 5 metres wide with two sidewalks, each 3.5 metres in width, of which 1.5 metres are macadam and 2 metres turf; the boundary line between the sidewalk and the front garden is not marked by fences or railings, but by borders of flowers; the front gardens are about 4 metres in depth; this makes, therefore, an avenue about 20 metres wide between the houses, planted throughout its length with trees,—acacias, plane-trees and sycamores. From point to point at the crossroads the eye is charmed by groups of ash trees, evergreens or rose-bushes. In the rear of each cottage is a garden covering about a tenth of an acre.

The builders of the model village of

Dourges have tried to retain the influence of the form, the picturesqueness of the old French village, and at the same time to profit by the hygienic and sanitary ideas of the modern city.

The Cottages

The cost of the charming cottages shown in the photographs varies from \$840 to \$900. The walls are built of country-made bricks, joined by white cement; they are 35 centimeters thick. The corners are of artificial stone made of the same clay. We see that simply by joining the bricks with this white mortar and decorating them in

the house is paved with tiles, so that the floors can be flushed; all the walls have rounded corners, in order that no dust may gather there. The ceilings are of reinforced concrete, supported by iron T-bars.

To secure constant light and ventilation the windows take up one-sixth of the surface of each room; they open outside so as to keep out the rain and to take up less room. There was one problem to solve: how to arrange the laundry, the coal shed, etc., without destroying the general harmonious look of the cottages. This has been accomplished, as may be seen in the photographs, by connecting the laundry



AN AVENUE IN DOURGES

There is grace and charm and freshness in the curved lines and grass margins. In the trees and vine-covered fences, and in the diversity of tints of the cottages

different colors a varied effect is obtained with little change of plan. In the interior the walls, instead of being papered in bad taste, are tinted in gay tones at very little expense, and have an attractively decorated frieze of washable paint.

Entering one of the cottages we find below us a paved cellar for wine and provisions; on the ground floor a porch, a vestibule, a living room (4.5 by 4.5 metres) and a bedroom for the boys; on the floor above is a bedroom for the parents (4.5 by 3.6 metres) and one for the daughters of the family (3 metres square). Under the roof, so that not a bit of space is wasted, we find a garret for drying clothes.

It is worth noting that every room in

(which serves also for a bathroom for the miner when he comes home) and the coal shed, as well as the toilet, with a porch; this porch makes a sort of outdoor summer dining-room, where the family can eat in shelter in the open air on pleasant days.

The sewage from the toilets is conducted into septic tanks, where it is chemically treated; there is one tank for each house.

It seems almost wonderful that such a plan should be so well accomplished; but it is due to the perseverance and the distinguished work of the architect, M. E. Delille, who has attained these results only after the most careful study. We cannot emphasize too strongly the fact that in the building of cities or of houses an archi-

tect fills an eminent social role; the appearance of our city centers varies according to the conception which he has of his obligations. The architect of today must be both artist and scientist.

The Social Side of the Model Village

It is not only the general aspect of the garden village of Dourges which charms the visitor, but anyone who spends some time there is profoundly interested in the numerous social institutions which have sprung into life with the model village, and which have been developed through the generosity and the intelligent initiative of

These statements impress upon us the fact that the art of city building influences not only the betterment and the health of the people, but also the entire social organization.

I have desired in this short article to give but a single example of the movement which is taking place in France in behalf of garden cities, garden suburbs, model villages, the beautification of cities, etc. I might add that in various parts of our country there are other signs of this movement to be noted. At Saint Étienne, after a lecture which I gave in the city, at which many distinguished manufacturers were



DOUBLE COTTAGE AT DOURGES

The cost of each is \$900. The porches serve as outdoor summer dining rooms

the Mining Company of Dourges and its directors. We find that there is a school of domestic economy, of sewing and of cooking; lectures are given on gardening; there is instruction in the care of children, a model hospital, and mutual aid societies, which insure not only medical care and drugs but also a daily indemnity in case of lack of work. And finally we note among the various societies organized by the people a drum corps, an archery club, a fire company and a singing school. The garden village has given birth to a host of social activities. We may also remark that the cottages of the garden village are better kept and give shelter to a better educated population than the rows of dirty huts.

present, as well as the United States Consul, a number of societies got together a capital of about a million francs to erect model industrial settlements. At Rheims a playground of about 85 acres has been laid out by the landscape architect, E. Redont, while in the suburbs of the same city the Compagnie du Champagne Pommery is about to build a complete model village. In the suburbs of Paris a society of business employes is to build a coöperative village of about 75 acres.

After a campaign of many years we are to have in place of the ancient fortifications of Paris themselves a magnificent belt of parks, gardens and playgrounds. (See Vol. I, p. 40.)

There is therefore at this very moment in France a great wave of civic awakening. But it is an international movement. Almost throughout the whole world there is a most earnest work for city betterment and beautification. We have come at last to see that the city is at the root of all social problems.

Nations are borrowing one from the other these new ideas. I do not forget what has been done in the United States. I believe that thanks to such powerful organizations as the American Civic Association as well as all the societies connected with it,—thanks to such magazines as this, whose object is civic uplifting, the Americans will be before long in advance of Europe in all that concerns the beautifica-

tion and healthfulness of their cities. In fact, in laying out their unique park systems they are making all their municipalities in greater or less degree into garden cities. Yet it is comforting for those who in their own country struggle for the good cause to know what has been accomplished in other lands. It is advantageous to establish a sort of international coöperation in order that the ideas which have helped us may serve others also, and perhaps our friends in America will be glad to learn from this article what has been accomplished in France.

The watchword of the time was given by the Secretary of the Minneapolis Park Commission when he wrote: "Let us make of our city a work of art."

The Ninth International Housing Congress in Vienna

By George B. Ford

From May 30th to June 4th there was held in Vienna an International Congress to consider the question of ways and means of bettering living conditions. All the countries of Europe and several countries across the seas had their representatives at this conference. It was no small affair, for in all there were something like 1,400 delegates. To be sure far the larger proportion were from Austria and Germany, but France and England and Italy were well represented. Of the countries that take an active interest in this subject only the United States was inadequately represented. There were just three Americans there. England had about 100 representatives at the Congress, and yet the question of housing is not as vital there as it is in New York. Nowhere in England is the congestion of population anywhere nearly as great as it is in some parts of our largest American city. That the Congress was well worth while all agreed. If for nothing else it was worth attending on account of the opportunity it gave to meet and to exchange experiences with the men from different countries who know most about this subject; for almost all the authorities on

housing were there in Vienna, and most ready they were to discuss and to argue all phases of the question.

Aside from the reading and discussion of the papers there was another feature of the Congress that proved most interesting, and that was the exhibition of photographs, plans and charts pertaining to housing. These were arranged by cities and countries so that one could easily obtain a good idea of the relative progress of housing in the different parts of Europe. By far the larger part of the exhibit dealt with single or double houses, though there were many interesting photographs of tenements. There was evident a very marked tendency toward garden cities. The inspiration for this came in every case to a greater or less degree from England, for it is in England that the garden city idea has had its birth and greatest development. Most of the garden cities in Germany, or rather most of the communities tending in this direction, are directly connected with some large industrial plant.

Perhaps one of the most interesting villages of this sort, aside from the well-known community at Essen, is the town

connected with the Hamburg-America-Line Co. in Hamburg.

From an all around standpoint the exhibit made by Berlepsch-Verlendas and Hansen of the projected garden city at Perlach near Munich was the most interesting, especially in the completeness with which the whole scheme had been worked out. The plan of this city was in its general characteristics similar to those of the English garden cities, but it differed from the latter in that it took account of the individual character of the old German towns around Munich. These towns are exceedingly picturesque in their arrangements of streets and buildings. Every part of every street lends itself as an attractive subject for a painter, for the streets are constantly changing in direction and in width, the houses are set some on the street line and some farther back in varying degrees, with trees or short rows of trees interspersed here and there. Then at unexpected places occur open spaces—little squares, parks or playgrounds, with the result that the total effect as one wanders about the town is one of exceeding charm and homelikeness. Further the houses vary greatly in their architectural treatment and in their relative height and projection. This means that each house becomes a thing apart from its neighbors; a thing with a most agreeable personality of its own; a real home.

As interesting as this exhibition was the real object of the Congress—the holding of conferences on various subjects relative to housing. The five subjects chosen for particular discussion this time were the following: 1. The municipal ownership of land for housing purposes, and the building of houses thereon by the municipality; 2. The municipal or state loaning of money for building houses for the working classes; 3. Tenement vs single house; 4. Methods of obtaining cheap housing construction; 5. Review of progress in housing in the last years since the last Housing Congress.

On all of these subjects the larger part of the papers were printed and distributed to all the delegates at the beginning of the Congress. In the four days during which the Congress lasted only the first three of these subjects were discussed, but these were discussed quite in detail, men from all countries rendering their testimony.

The question of municipal ownership

provoked the most argument. The mayor of Ulm, which is the most advanced city in Germany in municipal ownership, led off with a very interesting report of the work done by this city, showing the eminent worth of their ideas. These ideas met with considerable opposition, many claiming that the same or better effects could be gained by the cities offering special inducements to private capital to engage itself in building model houses for working classes. Those in favor of municipal ownership argued that it was just as much the province of the city to build houses for its poorer citizens as it was to care for the aged, the destitute, or the sick; and the former has the great advantage over the three latter in that it not only tends to prevent the latter, but if properly managed it actually becomes a paying investment financially.

The lending of money by the city or state for the building of workmen's dwellings is quite common throughout Europe, and seems to possess great advantages. It makes it possible for people to secure money with which to build at a rate of interest which will make the building of a home prove attractive to them. Among the delegates to the Congress there was no disagreement as to the desirability of the governments doing this. The only points for discussion were the rate of interest and the ways and means of caring for these loans.

From an American standpoint the most interesting subject for discussion was the question of tenement or single house, or as it was there called "Cottage vs. Bloc." The unanimity with which the delegates from all countries agreed that the tenement should be supplanted by the cottage was most noteworthy. Voluntarily and independently the best men from Germany, Austria, France and Italy pleaded strongly for garden cities along the line of those in England. The whole discussion and debate centered around the question of how this sort of thing could be done in cities like Vienna or Berlin. For in these latter cities the surrounding land is held exclusively by speculators with the peculiar attendant phenomenon that the cities are built up solidly to their limits to a height of five or six stories instead of the houses gradually dwindling down to two and one stories high, as they do on the outskirts

of London. In fact this phenomenon is one of the most impressive things about Berlin. It is just as if the city had been cut off suddenly with a knife, the open country starting immediately beyond. This open country however is most deceptive, for the moment you try to buy any of it you will find that it is held at a price which will permit of the profitable erection of nothing less than a five or six story building. In the light of this fact the delegates from Berlin said that it would be impossible to build a garden city in the neighborhood of their town, corresponding to those in England; whereupon the English delegates said they were doing it successfully within half an hour of a city more than twice as large as Berlin. The argument for the garden city seems to be unanswerable. The result has been the formation of societies throughout Europe for the organization and erection of garden cities. This is having fruit now in cities in Germany like Hellerau near Dresden, Perlach near Munich, and like Dourges in France.

All the papers that were printed and read at the Congress together with many illustrations from the exhibition will be printed in a volume which will appear about next October.

Aside from the conferences and exhibition the delegates, as the guests of the City of Vienna, attended various elaborate banquets and receptions and also visited various public works about the city. These included a large new hospital, a home for aged people, a large new lodging-house for

men, some new city tenements, containing ateliers on the ground floor where men could work at their trade at home, the big new public bath on an island of the Danube, and the scheme for the girdle of woods and lawns around the city. This latter scheme is similar to the one already adopted by several American cities.

The atelier homes were similar to some recently built in Paris. They were intended to allow a small mechanic or shoemaker or anyone of that sort to do a certain amount of fabrication on a small scale at home. As a matter of fact it turned out that certain of the men are employing thirty odd men to help them, taking advantage of the cheap rent to make a good profit on their manufactures.

The men's lodging-house was quite similar in character to the Rowton houses in London, and while it missed some of the cosiness of these latter it is an improvement in a hygienic and in an artistic way.

The one all dominating lesson of the Congress was the universal desirability of the founding of garden cities after the English model in the neighborhood of our large cities. If they can be made co-partnership as many of the English garden cities are, so much the better; for in England they have found that the copartnership garden city, with the advantages in the way of independence it offers to each of the house-owners, is the best means of attracting people from the tenements to the country, and in so doing will solve the great housing question not only economically but hygienically and morally as well.



The Disposal of the City's Waste

By William F. Morse

Consulting Sanitary Engineer

PART IV.—CONCLUSION

English and American Methods Compared

The Golden Dustman of Dickens' story who bequeathed to his heirs the potential profits of the great heaps of "dust" he had painfully accumulated has in late years been found to be not altogether a myth, or a dream of the novelist, but a practical reality.

The "towns' refuse" of English, and the municipal waste of American cities are both known to contain considerable proportions of substances and articles that may be transformed into certain commercial products. It is also well established that these valuable proportions are constant in quantity, varying in character with the habits of the people, climatic and geographical conditions, and other local considerations.

English cities have by patient work and long continued experiments brought refuse disposal to an advanced point that has not yet been reached by other nations. This is due largely to their system of governmental oversight by a Local Government Board which defines refuse materials, prescribes regulations for the enforcement of sanitary laws, examines plans proposed for refuse disposal, and has power to pass upon and approve or deny the applications of town authorities for raising funds for the work. Within certain limitations this Board exercises control, and this system has done much to bring about the almost universal employment of proven disposal methods without interference with the rights of towns to select and install that particular apparatus which seems best suited to their requirements.

Again, the administration of the English disposal work is thorough and efficient since it is done by a trained force of town surveyors, or inspectors, as we should call them here, who are appointed only upon evidence of merit as shown by the certificate of a central body of authorities which passes upon the qualifications of applicants. These

surveyors hold office during good service, they are responsible directly to the governing authorities, they are distinct from the regular engineering staff, and are recognized as an independent branch of the municipal service.

In the English town system there is practically no contract work; almost everything is undertaken by the municipality, and the benefits derived from enterprises are for the common good, not for the enrichment of a private contractor or corporation.

Under such an organization as that above described, stable, continuous, responsible, the work performed by men chosen for their peculiar fitness, and who are eager to maintain and raise their standard of efficiency, it is not remarkable that the English towns' refuse disposal work in all its branches sets an example for other countries to follow.

Turning to America we discern an entirely different method of procedure. Waste collection is the duty and the right of every independent municipality, large or small. There is no other authority exercising control in the matter except the state legislature, which can approve or deny a request for permission to erect works for waste disposal. In some states this is even provided for by a general law permitting each town to act for itself. The responsibility is thus thrown upon the town, and limited only by the legal limit of indebtedness.

There is, therefore, in this country no fixed central authority which may be consulted, and which is prepared to give advice and information in difficult cases; each community is left to its own devices, to fight the matter out in its own way.

In most instances the control and administration of waste collection and disposal is in charge of the local health department, and the health officer is the executive agent of the board. This custom originated in this department and became general during the yellow fever epidemic of 1888-9. At

that time the question of waste disposal was considered a matter almost wholly within the province of the health officer. But city councils and health officers change with great frequency; the measures and plans of one administration are put aside or interfered with by the one following; new inventions and new methods are experimented with, and thorough examinations of apparatus rarely made. It is only of late years that a desire has been manifested for expert examinations and the establishment of the best methods.

It is probably for the foregoing reasons that the contract system for collection and disposal has prevailed. This system offered temporary relief, and placed the responsibility for success upon the shoulders of those not directly connected with the town authorities. Besides, this is the typical American way of doing city work, and will probably continue to be.

The Utilization of Municipal Waste

Cities of the first and second classes, which produce enormous volumes of waste, deal with public waste by contract, as a rule. Three or four make their own collections, but divide the disposal work, transferring garbage to reduction companies and caring themselves for the remaining waste, mostly by dumping. These cities receive nothing for the garbage, and do not participate in any way in the profits of the work, the values of this waste belonging exclusively to the companies. There is but one exception to this rule; in this case the garbage is the property of the city, which collects it for its own reduction plant and gets a revenue from it.

Ashes are tipped, or dumped, at the nearest place that will receive them. When they are dumped upon land that is owned by the city, and which needs filling, the values of the new ground are often large; but this occurs only in a few cases. As a general rule, the city is required to pay for the privilege of dumping, or at least must keep the dumps in a sanitary condition. No account is ever taken of the unburned coal contained in household ashes. This is permitted to be picked out, and with paper and rags gives an unhealthy and precarious livelihood to a great number of people.

Rubbish, or light refuse, is also passed over to the contractor, or else dumped with the ashes. In two cases only does a city

profit from its volume of rubbish, although the marketable value of dry paper in all its forms is well known. It is also well known that the daily volume of all classes of these marketable wastes is fairly constant, with but little seasonal variation.

Suppose that, as a possible example of the utilization of municipal waste, some progressive city of 100,000 inhabitants should conduct an examination of these values with a view to their recovery for the benefit of the city. The results of such an examination would be about as follows:

Assuming that the total amount of waste is 150 tons per day for the 100,000 population, the grease and tankage in the garbage at market prices is worth \$100.50. Household ashes (excluding ash from private sources and from large manufacturing plants, commonly called steam ashes) are known to carry 20 per cent of unburned coal, which at half the price of new coal would bring \$54.75 per day. The proportion of salable rubbish is worth \$23.62 per day, making a total of \$178.87 per day, or upwards of \$64,000 per year for articles and substances that can be recovered from this amount of waste, if efficient means of utilization were employed.

The above figures are taken from well-known authorities, and are probably below the present market values of the products. The quantities are conservatively estimated, and the results, as representing the average values to be recovered from American waste of northern cities are approximately correct.

These values and savings as concerned with garbage and rubbish, are demonstrated by municipal garbage and refuse utilization plants now operating. The coal content of ashes has been proved by many analyses made by many persons, although no general utilization or recovery of coal from ashes has been made on a large scale. These figures are offered simply for the purpose of showing the actual value of general municipal waste.

Utilization by Destructors

There is one form of utilization which is already established beyond a question. This is the destruction of all classes of municipal unseparated waste by the agency of high temperature destructors which return a revenue in power and residuals. The examples of these installed in this country have been

described in a previous article. For the purpose of illustrating the economy of these plants the following figures of cost are stated:

Taking the same population (100,000) and the same quantities before used (150 tons per day, or 54,750 tons per year), the cost of a destructor plant fully equipped would be approximately \$150,000. The operating costs per year would be \$22,000, or approximately 40 cents per ton of waste. The fixed charges for interest, maintenance and sinking fund, at 10 per cent on the investment, would be \$15,000, a total expense of \$37,000 per year. This does not include the charges for insurance, water supply, etc., which are not usually included in calculations of this sort. The revenue from steam at an evaporation of 1.25 pounds of water for each pound of waste burned would be equivalent to 26.4 tons of coal per day, which at \$3.00 per ton would in the year be \$27,000. Assuming that the clinker was salable at 50 cents per ton, it would bring \$9,125, and the marketable iron, tins and junk \$1,000 more. This total, \$37,125, as the revenue to be derived from the work, is sufficient to pay all costs and fixed charges, except as noted above, with a possible profit from larger steam output or a higher price for residuals. These figures are more than realized by the Milwaukee destructor, where a recoverable value of 40.1 cents per ton was guaranteed, and the trials made by the city for acceptance showed an actual value of about 66.5 cents per ton.

To the calculation should be added the reduction in collection expenses caused by the one collection service instead of three as now practiced, saving about one-third in total cost in equipment and labor. There is also a reduction in haulage because of the location of a destructor plant nearer to the center of collection districts than is now possible by the crematory or reduction systems, a saving which would presently defray the initial cost of a plant. Taking all these factors into account, it is obvious that utilization by destructors that turn into marketable products the municipal waste is a question that should be seriously considered by municipalities.

There is a further step to be taken in utilization by the union of the two methods of reduction and incineration in one combined plant. This would include the necessary equipment for the reduction process,

the steam power to operate this being derived from the combustion of the ashes and refuse by the destructors, the whole volume of city waste being thus utilized with economy in initial construction, and a return in recovered values that would largely repay the expense of collection as well as the disposal of all the city's waste.

Any municipality, not already hampered by long contracts for collection and disposal, can, if so inclined, obtain at moderate cost the preliminary engineering information necessary to establish such a combined plant, and erect and operate its own disposal works. There are many indications that this will be done, not, perhaps, at once, but at no remote period.

Waste Disposal in the Smaller Towns

The foregoing applies more directly to the larger cities of the first, second and third classes that deal with large quantities of waste. There is a greater number of smaller towns of the fourth and fifth classes, with populations from 8,000 to 25,000, that are as much concerned with this subject as are the larger cities, and are as ready to adopt some more sanitary and efficient method if it can be shown to be within their means and suitable to their conditions. It was in these communities that the crematory system first originated, and that the greatest number of installations have been made. The purpose was to destroy the garbage and later to burn the rubbish also, leaving the ashes for making ground. This is still the need of these towns. They do not want power; they have no use for this, nor are they willing to abandon the dumping of ashes and clean dirt. The question is, what shall be proposed for present uses, having in mind that experience with the crematory system shows it to be not altogether satisfactory, efficient or economical.

The installation of small destructor plants where the town has a municipal electric lighting service is not so difficult, as the auxiliary power can be utilized in their own works. This is also the case where the power can be used for pumping sewage. Where no use is to be found for power the town hesitates to install a destructor to burn that part of the waste (the ashes) which they wish to use for filling. If on examination they find the cost prohibitory, they may drop the matter altogether and leave it for a following administration, or until the

increasing difficulties of disposal make some action necessary.

What these towns want is something that will positively destroy the garbage and rubbish with small expense and without nuisance. To meet these conditions the crematories are enlarged to receive and destroy the garbage and combustible refuse in daylight, to avoid a night shift of men. The cost of this equipment has doubled in ten years past, because of the increased capacity needed for day work. The repairs and labor costs in the larger plants have increased in the same ratio. The fixed charges for maintenance and for interest on plant and land (which are never considered in the original estimates and are carefully left out of all cost calculations by the crematory builders) become a serious tax when the whole expense is to be taken note of. Moreover there is a perceptible hesitation in contracting for crematories when so many have been found to be unsatisfactory in the past, and it does not yet appear that the causes for this are fully remedied.

The relief for this situation is not easy to determine. The committees of councils and boards of health, from their limited experience and knowledge, find it difficult to decide between a multiplicity of conflicting methods and opposing offers. There are nearly always new ideas and untried inventions brought forward, clamoring for recognition; and the whole question may finally be decided by influences quite apart from the economy or efficiency of any of the various offers.

When considering this question of small communities we may perhaps gain some help from other places where the conditions are similar. The smaller English towns frequently install destructors where the power is not utilized. These are equipped with small boilers and little machinery, for a forced draft is a necessary part of the work; but the initial expense is kept within very moderate costs. They are used to destroy waste, not primarily as power producers, and are efficient and sanitary within a certain limited range.

Now any American town can install a destructor (by this term the writer means a furnace burning waste at high temperature, and destroying within itself the products of this combustion) that will consume garbage and rubbish, leaving the ashes practically out of account. Such a destructor would

operate efficiently for disposal, but would develop no power beyond that required for its own uses, nor would the residual be in the form of a hard, vitreous clinker. The operation would be perfectly efficient and without nuisance, though in some cases when large quantities of water are contained in the waste it would be necessary to use fuel besides the rubbish.

The cost of construction would be slightly more than for a crematory of the same capacity, the operating costs no greater, the maintenance and interest charges no more, and the results would be in the same class for efficiency and freedom from nuisance as those obtained in the larger installations.

So far as tried in this country, the smaller destructors have given as good results as the larger, and there is no good reason to believe they cannot be readily adapted to the wants and conditions of the smaller American communities.

Progress in sanitation and healthful surroundings as concerned with waste collection and disposal is expected and demanded from the authorities of every town. The day is past when the people will patiently bear with nuisances that can be abated, or put up with worn out apparatus or antiquated methods that have been abandoned by their more progressive neighbors.

It is not always a question of money or of ways and means as an item of the annual budget. The local pride of every good citizen in his own town will encourage and endorse any general movement for civic cleanliness which is for the betterment of all. Sentiment, when rightly and wisely directed, and for a worthy cause, is sometimes stronger than other considerations, and can often be brought to bear upon the waste question with wonderful effect.

But there must be some orderly method of procedure that will accomplish results without too much loss of time and money. A patient, thorough examination of local conditions, with a clear statement of facts and the tabulation of data, is the first step. A knowledge of what is wanted and why it is needed is preliminary to getting the thing that suits.

Too often the contrary practice prevails, and a town dealing with the subject in the early stages gets a vast, chaotic mass of figures, plans, schemes, personal opinions and speculative offers that cannot be moulded into any coherent plan that seems suitable.

As an instance, a small town advertising for a disposal plant had 52 bids for the work, from which no choice could be made that met their wants. There were too many conditions and contingencies and alternatives and promises to be disentangled and out of which to evolve something definite. The

true plan is for few, but imperative, conditions as to costs, nuisances, maintenance, capacity and efficiency, and the records of past work from unbiased authorities. If there be a doubt as to the best or the most suitable, it is better to obtain engineering assistance than to run the risk of failure.

Playground Plans and Progress in New York

New York City is having three distinct, yet harmonious lines of recreation activity this summer. The 30 vacation schools and the 246 playgrounds which the Board of Education planned to open are all in operation. The mothers and babies come to the playgrounds in the morning, and the boys and girls in the afternoon. Then there are roof playgrounds open in the evening. These 246 playgrounds are all connected with the schools and have nothing to do with the 27 play centers which Park Commissioner Stover has opened in public parks and has temporarily equipped for the summer with the intention of beginning permanent work in the fall.

Mr. Howard Bradstreet is supervisor of recreation in the parks of Manhattan and Richmond, and Mr. William R. Harper is summer director of the playgrounds. There are all sorts of grounds for the play of big boys and girls, and the midgets have their own places where sand piles, swings, slides and indestructible toys keep them busy and happy. There are farm gardens where really profitable work is being done, and where hoes and rakes were very busy when the Mayor called a while ago. Under Manhattan bridge boys and girls are playing ball and other games; similar plans will be carried out under the Williamsburg bridge. Mr. Harper has divided the boys into four classes according to weight and subdivided them into clubs of 24, each one of which is responsible for the care of grounds and equipment for a day at a time. In one park alone there are 55 of these clubs. The playgrounds are all under a uniform system of management, which

includes self-government, and all the activities are on a competitive basis.

Then there is the much-discussed "popularization" of Central Park, which remains to be carried out. The plan is one presented by President Mitchel of the Board of Aldermen, Borough President McNeny and Park Commissioner Stover, and has been approved by the Board of Estimate and Apportionment with an appropriation of \$225,000. The ground to be used lies almost entirely north of the transverse drive through the park at 97th Street.

The recommendations provide the following:

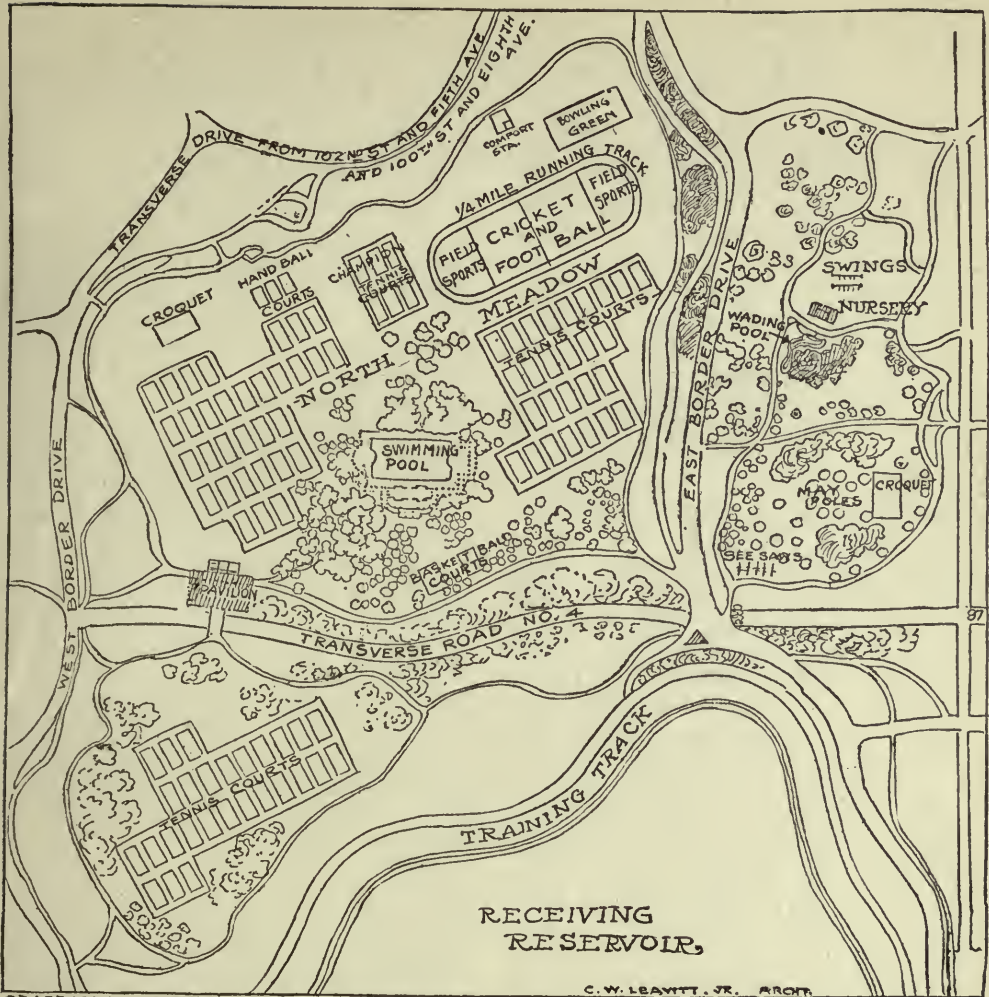
1. A playground for babies and young children near the 99th Street entrance on the east, with a shelter and nursery of the Italian villa type, fitted up with baths and comforts for emergency cases, and a wading pool 14 to 18 inches deep surrounded with sandpiles and sheltered by trees.

2. A general playground on the east half of the north meadow, with swimming pool, tennis and handball courts, bowling greens, running track, croquet, football and cricket grounds, the area intended for the swimming pool being at present a storage yard.

3. The general playground and pavilion for older children and adults on the west half of the north meadow and immediately south of the 97th Street transverse road, these two meadows to be connected by a bridge over the road. The pavilion will be placed at the north end of the bridge and will be provided with storage for sporting equipment, lockers, dressing rooms, shower baths and the comforts of a general shelter.

4. Two tunnels under the east drive to give safe access to the tennis lawns.

There is opposition to the full carrying out of these plans, both from those who be-



PLAN FOR SPORTS AND AMUSEMENTS TO BE PROVIDED IN CENTRAL PARK.

lieve that the present beauty and distinction of the park will be marred by such changes, and that these advantages should be located elsewhere, and from those who

believe that the pools may prove unhealthy. Meanwhile the children are waiting and hoping, and using every bit of play space they can find.



Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Gardens as Village Builders

A movement for school and home gardens has often transformed an ugly or commonplace village into a place of beauty. This has been many times noted and commented upon. Most people are ready to admit that a garden of almost any kind is more pleasant to look upon than a lot devoted to rust, weed and billboard culture. But there is another aspect of the garden movement much more appreciated abroad than in America, and perhaps best exemplified in such modern villages as Bournville, Garden City and Port Sunlight. In these villages each house has its proper setting of flowers and shrubbery as a matter of course, but the significant item is the universal kitchen garden of generous proportions, where the men and women spend a good portion of their spare time. It is here that we find a real constructive force—perhaps the thing that more than all else accounts for the atmosphere that pervades these villages, accounts for their low death rate and points the way to a much needed reform throughout the world.

We have removed ourselves too far from the soil. Gardening has been described as the most natural and healthful of all recreations. And yet we embed ourselves within four walls of brick, boards and mortar and take our recreation in concentrated pellets through processes expensive in converse ratio to their effectiveness. Let us consider what real gardening does and what a force it may be, will be, if given a fair trial, in making brain and brawn, the real material of successful villages.

The man with a good kitchen garden, intensively cultivated, has an avocation, it is one which binds him to his home, it gives him healthful exercise for mind and body, it gives him fresh vegetables and fruits, it thus saves his money, it saves more money that would go into recreation of doubtful value, no value or positively injurious.

Take the converse. The man without a garden has generally no avocation or, if

he has, it may be as useless as postage stamps, brass buttons, clips; or if it is golf or any one of fifty often followed it keeps him away from his home, he is usually a poor man, and the barroom is his club where he wastes his money and his health, his family has stale vegetables or none, he loses time from his work and is often unemployed, he has no pride in his home or in its appearance, he is a wanderer. Such men do not help to build villages, do not become useful citizens, are a tax on the community because they fill the hospitals, the courts, the jails, the wayfarers' lodge.

This is not fanciful. Bournville alone has proven that it is not and Bournville is only a modern example. The trouble is that in our craze for the city we have forgotten our anchorage and we are perilously near losing our grip on ourselves as a result. Gardens are among the greatest of the village building forces.



Torrey Woods for Williamstown

A body of ten public spirited citizens of Williamstown, Mass., have banded themselves together as the Torrey Woods Association for the purpose of purchasing the most beautiful wooded drive in Williamstown. First the Association bought the east end of the drive and presented it to the town as a forest park. At that time the entire tract could not be secured. Later the remainder was sold under foreclosure proceedings, and it was quietly bidden in by a third party acting under the direction of Mr. N. Henry Sabin, trustee of the Association. Too much praise cannot be given to people who thus step in to save such precious tracts of forest as yet remain in the neighborhood of our towns and villages. May Torrey Woods Associations spring up in every place in the country till the time comes when towns as such come to the point of protecting their best interests by taking that which later they would not be willing to do without.

Art Commissions for Towns

The town of Milton, Mass., has been considering the feasibility of an art commission. A committee was appointed and its report is illuminating and suggestive. It considered whether it would be wise for the town to have a commission to which should be submitted the plans of all municipal structures to be erected on town land and works of art or objects of utility or ornament to be erected on public ways or land. It excepted cemeteries which, though generally town land, are of a too personal nature to be covered, but included all works of art or decorations intended to be placed in or upon any public or municipal building, or to be removed therefrom or relocated or altered.

After corresponding with many parts of the world, to learn of experiences and results elsewhere, the committee found no case where such a commission exists outside of large cities. This it did not, however, accept as conclusive against such a scheme, for everybody knows that it is due to the absence of such foresight that so many horrible examples are found everywhere. The report says, in part:

"Although such commissions are thus confined to large cities, your committee is nevertheless of the opinion that an art commission properly appointed would be desirable for Milton on account of the excellent results of the operations of such commissions in the cities where they have been established. New York City offers a particularly notable example of the advantages secured by such a commission. Pamphlets are published giving in detail the history of this commission, and showing clearly that it is in no way obstructive, but that it is of great assistance to the municipal authorities in preparing plans for municipal structures and to private individuals contemplating the presentation to the municipality of gifts in the shape of memorial structures or objects of art or utility to be placed in schools or municipal buildings.

"In the belief that an art commission would not only not be obstructive but would operate to the advantage of Milton, as similar commissions have to New York and other municipalities, it is the opinion of your committee that Milton will be assisting herself and other towns of her size by being the first to establish one."

The town counsel advised that an act of the legislature would be necessary to enable the town to appoint such a commission with any authority, and a draft of a general act has been prepared which the town hopes to aid in having passed by the legislature of 1911. If this step is successful the town will not only have the opportunity to lead in this helpful movement, but to make it possible for all other towns to take such a step when their people think it desirable. They will extend the workings of their act even to cities, upon its acceptance by a city, and will make it necessary to have the approval of the commission established before any such structure as has been mentioned may be erected.

This is a good and necessary help. Careless and unwarranted action is common everywhere. This would enable the development of a trained body, the establishment of a policy, and the construction of objects of art and architecture which would be in harmony with the spirit of the new movement for better civic art.



The Women of Charlotte

The Woman's Club of Charlotte, N. C., is leading in many activities for improving local conditions. The past year has been one of progress along many lines, several of the items promising far-reaching results. The Department of Education has established a Home and School Association which has just completed a year devoted to the local schools and the improvement needed. The fathers, mothers and teachers have in this way been brought together in a very satisfactory manner.

The Civic and Household Economics Departments have joined in supporting a new anti-tuberculosis society. The Civic Department has carried on an active anti-spitting campaign along the following lines: "Numbers of large and small cards, setting forth the evils of spitting and pleading for a cleaner city, were printed. The large ones are posted in and about buildings and placed where offenses are frequent—street cars, elevators, courthouse, city hall, telegraph offices, telephone booths, stations—anywhere an idle or waiting person might read. The car company and police officers have agreed to distribute the small cards to offenders, the second offense to meet with arrest. Slides have also been furnished

the moving picture shows, and one or two nights in the week the doctrines are flashed upon the spectators." This is a good example of what may be done in the way of a practical campaign for developing public opinion.

The Civic Department is also this summer conducting a prize competition for the best gardens along the lines of the car routes, the aim being to develop a more slightly appearance as one looks from the car windows.



A Village Utopia in England

The London Globe vouches for, at any rate prints, a story which has in it so many suggestions that we reproduce it:

"An agricultural village in which half the houses are on the telephone, where the cottagers can ring up the shopkeepers in the neighboring towns and order their stores without taking the journey, where the village school has been transformed into a paradise which is to the children a perpetual joy, where there are motor cars for the teachers, and a motor launch for the youngsters—it sounds like 'News from Nowhere,' and yet it really is in the very heart of England. This village Utopia is, says *Progress*, Bredon's Norton, in Worcestershire, five miles from Tewkesbury. The village until the advent of the present owner was in the tumble-down condition which is typical of so many decaying agricultural villages in England today. The village school was managed in the bad, old inefficient style; and the villagers were as much cut off from communication with the outside world as if they had been in the center of the African continent.

The first step was to cut up the estate into small holdings of from 5 to 25 acres; the next to restore and beautify the old manor house and establish there a woman's agricultural club, where now about 30 women are studying agriculture under competent teachers. This club is now self-supporting. The next attack was on the village school, and after a hard fight with the education authorities the reformers persuaded them to allow the whole school to be run on true federal principles. Two trained teachers from the Froebel education institute have been brought from London, and the whole teaching up to the highest standard is arranged with a view

to the training of the eye, and, indeed, the whole body, to assist the brain. We are told that 'the finest gramophone places the best music of the day at the disposal of the children.'"



The Playground Problem in Towns

Now that the movement for playgrounds has become an established part of the life of many places and still many more see it coming, people in backward places, particularly small ones, argue that their towns do not yet need to act because they are small, and vacant land is everywhere. Here is where they make their mistake, and they can verify this statement if they will consult any larger place that is now securing playgrounds.

Expert opinion in England holds that no school is complete till it has at least 30 square feet of play space for each child in attendance. American opinion holds the same, and a recent report of the committee on playgrounds of the Cambridge, Mass., Public School Association sets as one of the items needed to complete the Cambridge educational equipment "a minimum play space of 40 square feet per pupil adjacent to every public school building in Cambridge."

Arguments against some provision are no longer accepted, and the purpose of this statement is to suggest a method of meeting the inevitable, the desirable, the essential. Within the past few years New York has paid more for ten acres of open space in the lower part of the city than it paid in the sixties for the more than five hundred acres of Central Park. Here is the cue for the small town. When land is needed, when it is admitted that it must sooner or later be taken, take it when it can be had for one cent or a fraction of a cent per foot instead of waiting till it will cost five cents, ten cents, twenty-five cents per foot, as it surely will later. It is not only economy to do this, but it is a money-making enterprise. A properly developed playground, i. e. one with play space in the center and proper park development around, perpetually assured, will increase the desirability and therefore the value of the adjoining land. Taxable values yield taxes; and taxes, thus developed, will many times over pay the cost of such developments if the plan is started in time.

In the meantime the children have their

playground, and who is going to assume to measure the money value of healthy children who can use a school equipment instead of wasting it, who become strong men and women instead of invalids, who become producers instead of drones? Also the moral values, who is going to assume to measure them? When people look on these aspects of the question what is going to be the fate of the petty economists, those who strain at a gnat of expense and swallow a camel of waste?

Buy the land now. Every town can see in what directions it is going to grow. Get two or three acres of land here, there and elsewhere, where a school is likely to be needed; meet the problem, and let us have done with the calamity howl of expensive land and no money.



The Whither of Brookings

A correspondent of this department writing from Brookings, says, "The subject of village improvement has not been taken up in Brookings. . . . Like all towns in Dakota with which I am acquainted, the village streets run directly east and west or north and south. There are no public parks in the village except a small triangle by the railway station, one village square in the center of which the public school is located, and another square containing the county courthouse and jail. . . . You know, of course, our country is very new, and we have not as yet passed the era of rapid growth, of money making, and have not taken up questions of an esthetic nature."

This is a frank presentation of a too common situation. Brookings has allowed itself to grow on the ugly gridiron plan, which is even more fatal in a flat country than where the contours are rather sharp, and it has not provided a single free open space with which to break the monotony. The College of Agriculture and Mechanic Arts stands in an area of about thirty acres

which the authorities are mildly trying to decorate and that is all.

This is in marked contrast with many of the eastern towns where a generous village green was laid out, the church, the school and the town house built about it, and the village rambled off in various quaint ways. And in many parts of the West, too, things are better done. Jacob Riis tells of Wenatchee, in the Columbia River Valley: "The day I came in, the daily paper had the report of a committee appointed by the Commercial Club to pick out a site for a playground for its children and a public recreation ground for their elders. And they had chosen one that could be bought for \$5,000, which was a good deal more than a dollar per head for every man, woman and child in the town. Playground enough outside, did you say, on hill and plain? They used to say that about the open lots in New York, but now the open lots are built upon, and what then could have been bought for a thousand costs a hundred thousand dollars. And this committee at least had made out the difference between a playground where the farmer, or the 'cop,' or somebody has a right to chase the boy, and one that belongs to him; where he makes the laws and learns to obey them at the same time—good training for future days, that. That is what I mean by saying that they are heading off the slum in the West."

But what has all this to do with Brookings? At a critical period in the history of our country Lincoln said: "If we could first know where we are and whither we are tending, we could better judge what to do and how to do it." Brookings, like so much of our country, has been too busy promoting her commercial and industrial enterprises to consider either where she is or whither she is tending. Commerce and industry are not all of the life of any community. The whither of Brookings ought very soon to become a matter of concern to her people.



Gleanings

Edited by Mary V. Fuller

Great Britain's Awakening

In *Surveying and the Civil Engineer* (London) for June 24, T. C. Barralet gives an interesting and clear paper on "Some Aspects of the Housing and Town Planning Act, 1909." For those of us who have not time to analyze this important and much-discussed Act, the following statement is illuminating:

"It is divided into four parts:

"The first confers powers to improve existing buildings and to secure new dwellings for the working classes.

"The second contains the important novel provisions with respect to town planning.

"The third requires county councils to appoint medical officers and to establish county public health and housing committees, and to assist building societies.

"The fourth contains protective clauses for commons, open spaces and land near royal palaces and parks, and provides for the repeal of certain enactments rendered obsolete by the Act."

This paper, however, views the Act in the four aspects described by the author as destructive (dealing with the doing away of existing conditions), constructive (provisions for new dwellings), ideal (town planning) and administrative. The "ideal" aspect interests us particularly:

"Hitherto our towns have sprung up in a sporadic and spasmodic manner, each individual owner following his own sweet will as to the direction of streets, the class and situation of houses and shops and the provision of open spaces, without any regard to general utility or the development of adjacent land. The guiding idea has been profit, to provide the maximum of frontage at the minimum of outlay, and to crowd as many dwellings on an acre of ground as the local by-laws will allow.

"Late in the day come these town planning clauses, admittedly an importation from Germany, the country *par excellence* of centralized government. They constitute an entirely new departure in British legislation, and it will be interesting to see how John Bull with his strong views on individual rights takes to them. The local authorities to administer the Act are: for London the L. C. C., and for the provinces the various town, urban and rural councils, with power to coöperate between each other.

Schemes may also be prepared by landowners themselves which the local authority has to accept on the fiat of the Local Government Board, who in their circular urge the various local authorities to coöperate with the landowners.

"It must be conceded that the Act covers a wide ground in defining the things that are to be taken into consideration in formulating a scheme. In addition to the construction of streets we have the limitation in number, height and character of buildings; the provision of open spaces—public or private—the preservation of objects of historic interest and natural beauty; sewerage, lighting, water supply, and the removal of obstructive buildings—of course with compensation; in fact, the word compensation appears with somewhat alarming frequency.

"It is curious that one of the hindrances to the esthetic developments of towns should be the model by-laws; those regulations of which we are so proud and for which we claim so much benefit. The Act boldly recognizes that when local by-laws stand in the way of town planning the former are in the position of George Stephenson's 'coo' on the railway track, and they must go. By-laws have served a useful purpose, but their dull and unimaginative uniformity have left a deadly mark on the suburbs of all great towns. This is chiefly in regard to streets. The insufficiency of the maximum width has already been alluded to, but the formula for footways and carriageways, for macadamizing, curbing and channelling is no less disastrous. Why should there never be a carriageway less than 24 feet wide when the only possible traffic is a few light tradesmen's carts and bicycles? Why should a new street never be taken over till its footway is bordered with a hard, straight line of curbing? By all means let us have even wider spaces between our houses, with plenty of turf and trees, but why waste money in making wildernesses of macadam 40 feet wide, which form such an eyesore in every modern suburb?

"My own view is that in places where the outlying land is the property of one or a few owners there is a reasonable chance of successful schemes being carried out, but where many small owners are involved it will be hopeless to bring them all into line. . . . The best driving force for legislation of any kind is to have a strong and healthy public opinion behind it. Even the best laws cannot be well administered unless they have the hearty approval of the great

mass of the people. During the last quarter of a century there has been a great awakening in all questions of public health and national well-being, which inspires a reasonable confidence that the Housing and Town Planning Act, has, in the main, given expression to the growing sense of civic responsibility which distinguishes the present age, and will mark the commencement of a new era in municipal activities."



School Hygiene

The June issue of the *American Physical Education Review* is the school hygiene number. The opening article, by Dr. Thomas F. Harrington, shows that the importance of overheating and poor ventilation, improper lighting and misfit furniture, neglect of exercise and abuse of athletics, and the other factors in school diseases, should be measured by the efficiency of the work done. The Boston department of school hygiene is finding out under what conditions of heating and ventilation and with what forms of relief of the deficiencies of home life the school children reach the maximum of health and working power. The department is actually making it possible for the children to have strong bodies and alert minds.

Another article, by Leonard P. Ayres, takes up "The Relation Between Physical Defects and School Progress." Dr. Thomas Morgan Rotch, of Harvard University, shows how the Roentgen rays afford a means of grading the mental and physical ability of children which is far more accurate than that of age distinctions. This article is very fully illustrated.

The necessity of extending the work of physical training in public elementary schools is emphasized in a paper by William A. Stecher, director of physical education in the Philadelphia public schools. He recommends enlarging school yards so as to give each child at least thirty square feet of play space, and gradually to equip such grounds with apparatus which may be used without much supervision. He believes that all pupils should learn to swim and that the formation of baseball teams should be encouraged, since the city playgrounds can be used for practice. School exhibitions and field days are recommended, provided these are not made the object of physical training and that such exercises are chosen as will enable all the pupils of a class or a

school to enter instead of only a few of those most physically developed. Progressive efficiency tests give the children something definite to work for out of school hours, and several cities have already adopted this plan.



Our Independence Day

The national safe and sane Fourth has passed through the successive stages of suggestion, adoption, planning and execution. Now comes the summing up, which is very satisfactorily done in the *Survey* of July 16, and in other publications.

The celebrations offered as substitutes for our former revels of noise, fire, injury and death included parades of organizations and floats, athletic meets, water sports, prizes for decorations, drilling and athletic skill, music, tableaux, speeches, and evening fireworks. There has been a distinct trend toward pageantry, as evidenced in magazine articles urging upon us this play-time way of stimulating historic interest and patriotism. It seems likely that next year will see a greater development of this idea. In small places the celebration of the day was particularly gratifying and successful, in that all the people could come together and most of them could take part in some way.

Chicago's experience, as reported by the *Survey*, has proved a warning. The army tournament brought thousands of soldiers for ten days into the most central point of the city, attracted thousands more of spectators from the outskirts and made traffic very dangerous. The noise of rifles and artillery exceeded even the racket of firecrackers and other explosives of past years, and display fireworks caused a greater number of fire alarms than Chicago has known before since the great fire. The propriety of making a portion of the United States army perform for the amusement of the people is a matter on which there may be discussion, and there is a very sad story of unsoldierly, immoral conduct which desolated many Chicago homes before the discipline tightened.

But nobody was killed in Boston, and only 33 were injured, while in New York no more than the usual 5 were killed and but 97 injured, so we are on the gain! There is not space to tell in detail of the new

festivities provided in many places. But let us remember this: Cleveland, which was the first of the larger cities to pass, last year, a prohibitive ordinance regarding explosives, has, for the second time, celebrated a true Independence Day, without a single death or serious accident.



A Plea for Pageantry

An editorial article in the July number of the *Craftsman* shows the difficulties, the indifference and the antagonism to be met in modernizing the Fourth of July in so large and cosmopolitan a city as New York. It recommends taking a step forward to the devising of an entertainment which should "put the people into a patriotic mood by arousing their interest in things that are and have been vital to the progress and welfare of the country," rather than telling them that they ought to be interested in something in which most of them have had no share and which they cannot understand.

Last summer's pageants at York and Bath, England, took time and trouble, but "it was play time pure and simple;" there were no class barriers, and there came "into the daily lives of the people a realization of the civic pride which had endured for generations." The aliens who make up so large a part of the population of our city might have a part in a pageant reproducing the history of Manhattan. There are historians, artists, sculptors, actors and composers to prepare such an enterprise. This article pleads for "a dramatic representation on a colossal scale and in the open air, of the blending of the peoples and a forecast of the future nation."



Civic Righteousness

In an address on this subject, reproduced in the June number of the *Albany Citizen*, President Harry Pratt Judson, of Chicago University, says:

"Thus far our attempts at municipal regeneration have generally taken one of two forms, tinkering with governmental machinery and public spasms. . . . Four points seem to me essential: 1. Municipal organization should be simple. 2. Responsibility should be definitely placed. 3. Publicity should be complete at every point. 4. The public service should be a profession, not a plum tree."

In enlarging on these points the author advocates a small city council, chosen on a general ticket for a three-year term, one-third renewed annually, which should be, with the mayor as chairman, an administrative board for the whole city, selecting the principal administrative heads, each of whom should choose his own staff and have a seat, with or without a vote, in the council. Public records should be exact and always open to inspection. The people should be able to blame or praise intelligently. There should be a "clear conviction that municipal affairs are a permanent business, with the fundamental purpose of rendering a service to the community." We are in need of "a profound reconstruction, not of our statute books, but of the whole mental attitude of the public towards the municipal service."



Municipal Health

The *American Journal of Public Hygiene* for June contains a number of papers of interest to our readers.

"Damage Suits for Typhoid Fever," by W. F. Snow, Secretary of the California State Board of Health, maintains that the city should be held responsible by the citizens for efficient public health administration. James Thayer Gerould shows how society pays the bill of delayed housing reform. A paper by Dr. P. M. Hall, Health Commissioner of Minneapolis, read last October at the meeting of the American Public Health Association, states in regard to his city's incineration plant: "With the completion of the full plan of utilization, we will be able to dispose of our garbage for nothing and save the city in heat and light between \$30,000 and \$40,000 per annum." The medical health officer of Edmonton, Alta., recites the difficulties in the disposal of city wastes and in overcoming nuisances which menaced the health of that city. There is a paper by the health officer of Detroit showing how the school nurse aids medical inspection of schools. The report of the committee on foods of the American Public Health Association tells what cities have accomplished in the protection of food stuffs, the purification of water supplies and in the fight for clean milk. W. A. Evans, Health Commissioner of Chicago, says regarding the milk supply of his city, "We are sure that in op-

tional tuberculin testing or pasteurization properly controlled we have found the proper solution of this vexed milk question, a solution which in time will be found acceptable alike to farmer, dealer, consumer and health official." Dr. Arthur Lederer gives facts and figures showing the influence of an improved water supply upon the death rate of cities.



Fly Fighting

Among summer campaigns none is more worth while than that of the American Civic Association against the dangerous house-fly. A special bulletin of the fly-fighting committee of the Association talks straight out on the text "Either man must kill the fly or the fly will kill the man." It tells why and how flies should be banished and killed, and its words are so terse and its illustrations so startling that one does not dare neglect its warning.



Historical Pageants

One of the most suggestive articles that have presented patriotic pageantry is "The New Fourth of July" by Percy Mackaye in the *July Century*.

It is true that some substitute must be found for our former folly sufficiently dignified, beautiful and joyous to express the national idea for which Independence Day stands. Pageantry involves participation by the people, as well as leadership by artists able to guide the people in adequate expression of their own communities in forms of civic art.

Mr. Mackaye gives an outline of the two-year plan for the Pittsburg pageant which he and Mr. John W. Alexander are to direct. The first year's pageant will symbolize the history, folk-lore and tradition of the past; the second year's festival will have for its central feature a civic drama, "The Masque of Labor," composed by Mr. Mackaye, and acted by distinguished actors, while the choruses, composed by Mr. F. S. Converse, will be sung by thousands of workers and citizens. The details of the plan are most interesting and lead naturally to the author's long list of practical suggestions invaluable to any community wishing to adopt a broad, consistent plan for uniting its citizens in such a series of yearly festivals.

Another article in the same number of the *Century*, by Ellis Paxson Oberholtzer, delightfully describes "Historical Pageants in England and America," and offers suggestions for similar spectacles.



Buildings in Public Parks

The June issue of *Park and Cemetery* says:

"An interesting decision on the right to erect public buildings in a park, and the uses to which such buildings may be put, has been rendered by the Supreme Court of California.

"The Court held, in brief, that the erection by a city on a square dedicated by it as 'a public place forever for the enjoyment of the community in general,' of a public library for the use of the same public, is not only not inconsistent with the purpose for which the park was dedicated, but is in aid and furtherance of its enjoyment by the public; but the building can be used for strictly library purposes only; so that, while rooms therein may be provided as a meeting place for the board of library directors, they cannot be provided for the board of education."



Our National Civic Art

The supplement to the July issue of *Art and Progress* contains the "Proceedings of the First Annual Convention of the American Federation of Arts," held in Washington in May.

In his illustrated address J. Horace McFarland defined civic art as "the practice of city making for the highest good of all," and showed that ugliness in any part of a city is unnecessary and unprofitable. He spoke some strong words against the smoke and billboard nuisances. Edward T. Hartman gave some clear instructions on "How to Reach the People:" first, by showing them that beauty in a city pays commercially; second, by persuading them to study nature with the camera; third, by the making of artistic cheap products; fourth, by making art museums intelligible and attractive; and lastly, and always, by talking, by persuading persistently.

The address by James William Pattison, Secretary of the Municipal League of Chicago, outlined the educational work of the League, which involves proving to the people themselves what they can do to promote civic beauty, and also bringing pressure to bear to preserve a beauty spot or

to prevent the adoption of an inartistic plan. Frank von der Lancken, director of art in the Mechanics Institute of Rochester, spoke upon "The Art Development of Smaller Cities." He feels strongly that the smaller cities should not try to copy the big ones, but should express their own ideals, based on local history and conditions:

"We who live in smaller cities want to see New York City remain New York City so that when we spend \$15 car fare to go there we can see something different from what we see at home, not the same thing bigger."



A Council of Mayors

A conference of 42 New York mayors was held in Schenectady in July to deal with municipal problems. The *Survey* of July 9 thus points out the significance of the conference:

"First, nearly all of the municipalities of the state were represented; second, those present were the chosen representatives of the people and held in their power the apportionment of public funds; third, they were a high type of men, seriously interested in serious subjects; fourth, they unanimously agreed that public health work should occupy a much greater place in municipal affairs; fifth, they adopted a series of resolutions pledging themselves to specific efforts in this direction with every evidence of hearty approval."



Recreation Buildings

The fourth annual congress of the Playground Association of America was held in June. The July number of the *Playground* gives the report of the committee on recreation buildings for large and small communities, which takes up only those recreation buildings connected with public playgrounds.

The recreation building can bring together under one roof the public bath, the branch library, the district nurse station and the public lecture hall, each interest thus reaching a greater number of people; those that come for one thing will grow interested in another also, and the social element will fill the whole building and make for unity. Chicago has the finest system of combined playgrounds and recreation buildings in the world. In Los Angeles the directors and their families live in the recreation centers; this is "the

settlement idea municipalized." Items from Pittsburg, St. Louis, Louisville, Ky., and San Francisco are given in this report, which emphasizes the essential factor in getting the greatest amount of good out of the public recreation building,—“that the best obtainable people shall be in charge.”

This issue contains a short article by Charles B. Floyd describing the Brookline, Mass., municipal gymnasium, the motto of which is "The health of the people, the beginning of happiness."



Municipal Research Bureaus

The New York Bureau of Municipal Research is the pioneer of its kind. It involves an annual expense of \$100,000 to the private citizens who support it.

The Boston idea is different. The new Bureau of Research established in that city is said to be "the first governmental undertaking of its kind in any city." It is made up of two men appointed by the Finance Commission,—Mr. George A. A. Ernst, as director, and Mr. Guy Emerson, as engineer,—whose salaries of \$5,000 each are met by the city's appropriation of \$10,000. It remains to be seen how further expense will be provided for. The *Boston Common* of July 2 says:

"Boston's real need, as it is sensed by the Finance Commission, is not so much of accountants as of men who can direct accountants if it becomes necessary to employ them; not of men skilled in working out unit cost systems so much as of a man who can see through all the little hypocrisies of 'concealing systems,' of a man, who, finally, can read department reports and make sane and logical comments on them."



The Way "White Wings" Work

The recent annual report of the New York Street Cleaning Department is attractively illustrated and makes interesting reading for citizens.

Not to go further into figures than to say that there are more than 2,000 miles of streets in the boroughs of Manhattan, the Bronx and Brooklyn to keep clean, and 850,000 families from which to make collections of waste, we may call attention to the simple, readable story of the day's work and the economic methods of this department. Difficulties and problems are

stated, as well as plans to increase the efficiency of the service.

Commissioner Edwards is convinced that the best possible method of street cleaning is the tested one of washing the pavements by machines. It will cost about \$500,000 a year to do this work thoroughly and thus avoid the discomforting clouds of dust generated by the sweeping method. Covered auto trucks are also hoped for. The description of the way in which ashes, rubbish and garbage are finally disposed of, clears up a mystery in the mind of many a citizen. The revival of the Juvenile Leagues—children's clubs in various parts of the city—instituted by Col. Waring, has helped betterment work. There is a bureau of medical examination for employes reporting sick. This bureau estimates that 75 per cent of the surgical cases reported are for injuries sustained incident to department duties. Commissioner Edwards hopes that a pension fund for employes of his department will be established.

One of the most gratifying items of the report is the following:

"By the introduction of a new system of accounting it is now possible to keep an absolute check on the detailed expenditures for the different items of the budget, and the items can be balanced monthly, so that there is no danger of exceeding the allowance for the year, and it is also easier to see methods for saving."



The Uses and Adversities of Concrete

We are interested in reading Benjamin Brooks's report of "The Truth About Concrete" in the July *Technical World Magazine*. He cites instances where the "concrete kickers" have made out good cases; sometimes there is criminal carelessness in construction, and sometimes the utmost care and finest materials do not prevent disintegration.

"Since we must use it, let's bear forcibly in mind that there's nothing magic or alchemic about it, that it has no presiding goddess to make it proof against all physical disadvantages; and that unless used with the highest intelligence and most painstaking care it is neither frost-proof nor fire-proof, neither smoke-proof nor filth-proof, neither salt-water-proof nor fresh-water-proof, neither acid- nor alkali-proof, and, most important of all, neither

fool-proof nor knave-proof; and that when Thomas A. Edison endeavors to house humanity in indestructible everlasting concrete dwellings, far from merely reverting to the mud hut, he is undertaking a problem worthy of all the wonderful gray matter he possesses."

In the same magazine "Earthquake-Proof Houses" are described by Edward I. Pratt:

"The scheme is simplicity itself: Steel tubing, filled with concrete, and wire are used for the frame. Upon this skeleton the concrete house is built. Except for the foundations and the piers, the concrete does not carry any of the load. However, the cement walls, floors and roof, when hardened, form a body that is rigid, of great strength, indestructible and vermin proof."



"The Children of the City"

Under this title the *Outlook* for July 9 announces the Child Welfare Exhibit, which will be held next November at the 71st Regiment Armory, 34th Street and Park Avenue, New York City:

"The city of New York is going to school next November to learn why so many children die, why so many grow up in vice and ignorance, to become a burden and a peril to the community, and what can be done to train these children in a different direction and fit them for a different life. Catholics, Protestants and Jews are coöperating in this work. Churches, social settlements, colleges, charitable organizations, city departments, public schools, are all affiliated in it. Nearly five hundred people are actively working on or with the committees, and there is a staff of thirteen paid secretaries directing the work. If facts already discovered are humiliating, there is an inspiration to hope in that so large an army is engaged in the discovery of facts, and in an earnest, scientific endeavor to find a remedy."



Playground Apparatus

Those who are interested in playgrounds will take pleasure in examining the beautifully illustrated booklet entitled "All-Steel Playground Apparatus" which has just been gotten out by A. G. Spalding & Bros. Readers of THE AMERICAN CITY who mention that fact can procure copies by writing to A. B. Horne, Gymnasium Contract Department, A. G. Spalding & Bros., Chicopee, Mass.

With the Vanguard

Nothing is more interesting and nothing is more discouraging than the privacy of public business.—WOODROW WILSON at the *Short Ballot Conference*.



Springfield, Ill., has passed an ordinance providing for the annual appropriation of sums of money amounting to about \$100,000 for park and boulevard purposes.



The small parks of St. Paul are to get the benefit of the 1909 legislative appropriation of \$50,000. The money is to be expended in driveways and bridges.



"Chicago people think their city almost as corrupt as San Francisco."

"Don't you believe it," said the Californian, warmly. "That's Chicago nerve. Always trying to get into our class."—*Philadelphia Ledger*.



The Wisconsin State Board of Health has ruled that after September 1, 1910, the use of the common drinking cup be prohibited on trains, in railway stations, in public and private schools, and in other public places throughout the state.



Chicago's small parks and playgrounds are doing just what was hoped for. The newest one was opened on Washington's Birthday, and a month and a half later 2,200 names were enrolled in its gymnasium. The total attendance for March recorded at this playground was nearly 20,000.



The new "Women's City Club" of Chicago is made up of women who in smaller groups have been working for a better and more beautiful city. Through this larger organization they will now do bigger things. More workers will be enlisted, and the club will command official recognition as a means of help in the solving of civic problems.

Baltimore has a "mosquito ordinance" of which every family has a copy. It provides that coal oil must be poured into cesspools every fifteen days; that no stagnant water be permitted to stand; that bad drains be repaired, and that water barrels and fire buckets be screened.



On June 1 the new Massachusetts law preventing the sale of dangerous explosives went into effect. The use of illuminating fireworks at night is allowed, as well as the sale of explosives when sent directly out of the state, and official salutes. Cities and towns are given the right of local regulation according to public sentiment.



Spokane has organized the children to work for the city beautiful. The mayor made an address to the children in his office, and then and there seeds were given them with which to work wonders and win prizes. In the fall the children will have a flower parade and a picnic at the inter-state fair, and honors will be awarded.



Hartford, Conn., has an automobile sprinkler with a capacity of about 1,250 gallons, that is used principally in the business section. It is, however, at the call of any citizen in the outlying districts who notifies the street department that things are dusty out his way. The sprinkler makes a flying trip, does a thorough job and returns to the scene of its principal activity.



The open air concerts in Central Park are given at the upper end of the mall, where 2,500 people can be seated on benches and several thousand more on the shaded grass. The audience is largely American, and the well-arranged program, occupying an hour and a half, is listened to with a silence interrupted only by the murmur of the breeze and the splash of the fountains. This keen appreciation is the result of years of popular musical education.

The Parks and Playgrounds Association of New York City is making use of vacant lots in crowded sections to give the children a chance to play, and is also providing equipment and supervision for the same purpose on the roofs of buildings. It is dangerous and demoralizing to play in the streets, and this idea of using what is at hand to keep the children out of the public highway is a good one.

The board of park and cemetery commissioners of Grand Rapids, Mich., has, by a new tree ordinance, complete control of all trees and shrubs planted in the city streets, and can employ an expert forester to supervise tree planting and arrangement. The board can also condemn diseased trees on abutting properties and oblige property owners to take care of their own trees and keep them trimmed.

Apropos of the recent sane view of the practical results of manual training in the public schools, we are interested to learn that the school committee of Providence, R. I., has been petitioned by eleven prominent manufacturers to establish an industrial course in one of the high schools, promising to take from two to six boys each as half-time apprentices. Here is a laboratory method that is worth while.

Underground inclined street crossings have been proposed to the new Commission on Congestion of Population by the New York *Evening Mail*, as a means of relieving congestion at important traffic points. The traffic police now face serious danger many times a day. It is claimed that underground inclines similar to the ramps by which one ascends easily from the trains at the Hudson Terminals to the concourse, would give practical relief to the situation.

The University of Wisconsin has secured the appointment of Edward J. Ward as supervisor of social centers throughout the state. Mr. Ward has done a fine work in Rochester, N. Y., in using the public schools as social centers and in developing the civic clubs of that city, which give expression to the whole social center idea.

The State of Wisconsin means that the needs of its municipalities shall be studied and met by the developing of civic activities in connection with social center work.

Bright colors of birds and flowers illuminate the cards signed and dated by the school children of Oldham, England:

"I promise to do all in my power to protect wild birds and plants and flowers, and to influence others to do the same.

"I promise not to destroy wild birds' nests, nor take their eggs, nor pull up plants by the roots, nor injure trees, plants, flowers nor animals in Oldham and neighborhood; to do my best to sow seeds, or plant flowers and trees, in or around Oldham at least once every year; to do all I can to make my home, school and town beautiful."


Syracuse is having a summer contest in beautifying homes. The competition is in three classes according to the assessed valuation of houses, with the same prizes in each class: \$20 for the first, \$10 for the second, and seven prizes of \$5 each. After October 1 the judges will make the awards, which will be based on the appearance of places during the whole season, the care taken, the improvement of the property with flowers, vines or vegetable gardens, the condition of the surroundings, and the freedom of the back yard from rubbish and unsightly structures.

The proposed new Buffalo charter includes provision for an elective board composed of the mayor, who is the chairman, and four councilmen, chosen for four years, each of the five to be the head of one of the following departments: public affairs, accounts and finance, public safety, streets and public improvements, and parks and public property. The mayor shall be the head of the department of public affairs, with a salary of \$7,500 a year; the other four members of the board shall be assigned to their departments by the board itself, each member receiving an annual salary of \$6,000. There are to be no local party conventions, the members of the council being nominated by petition only, and a thousand voters being required to place any name in nomination on the ballot. The referendum and the recall are also provided for.

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NEW YORK

The Philadelphia Bureau of Municipal Research is coöperating with the Health Department and charitable organizations in a fight for the babies. Stations have been established in the congested districts where mothers may get advice and aid. Visiting nurses are making daily rounds, and ice and fresh, clean milk are supplied. A card of instruction has been issued to help mothers to keep their babies clean, well and happy and to show what to do in case of illness. This card, when hung conspicuously in the home, gives constant warning and suggestion. It is signed by the Bureau of Inquiry and Registration, City Hall, Philadelphia.



The most extensive piece of work undertaken in 1909 by the Merchants' Association of San Francisco, was that of inspecting the construction of all the work done under the \$18,200,000 bond issue voted in 1908. The Association's summary of the undertaking is given on page 6 of the 1910 annual report, under the heading, "Bureau of Inspection of Public Improvements."

The Civic League began this work and carried it on for a number of months; then, feeling that the Merchants' Association was better equipped for continuing the inspection, the League requested the Association to take over the work and the balance of the funds (\$4,000) subscribed for the purpose.

Accordingly the Association's Bureau of Inspection was organized last November, the Committee of Public Affairs to have general supervision of the work. A special subscription for \$25,000 per year for two years was raised to enable the Association to carry on this bond work without discontinuing its other undertakings. The work now under construction and under the Bureau's inspection includes: a new sewer system, to cost \$4,000,000; new school houses, to cost \$5,000,000; a high pressure fire protection system, to cost \$5,200,000; a new city hospital, to cost \$2,000,000; and a new Hall of Justice, to cost \$1,000,000. A new garbage disposal system, to cost \$1,000,000, will also be under the inspection of the Bureau as soon as the work is started.

Under this system much bad material has been rejected, defects in construction have been corrected, and the standard of inspection by the city inspectors has been raised. Thus many thousands of dollars have been saved to the city and the taxpayers. The Board of Public Works has coöperated with the Association in correcting matters to which the Bureau has called attention in its efforts to see that the work is of high grade and that the taxpayers are getting full value for their money.



Civic parades are good things. Denver had one of 1,800 individuals on June 19, which gave the citizens a good idea of the equipment and activities of the various city departments. Of the "White Wings" parade in New York, Street Cleaning Commissioner Edwards says:

"In order to promote efficiency and create an *esprit de corps* in the working force, I ordered a parade of the department forces on June 3, when the men were paraded before the citizens in such a way as to show the people a fine body of able men and well-cared-for animals and plant. The result was to raise the reputation of the department and its operation, and to astonish the general public by the exhibition. The men enjoyed a holiday, and by the awarding of a cup and banners a healthy spirit of rivalry was created, which has been of benefit to the service."

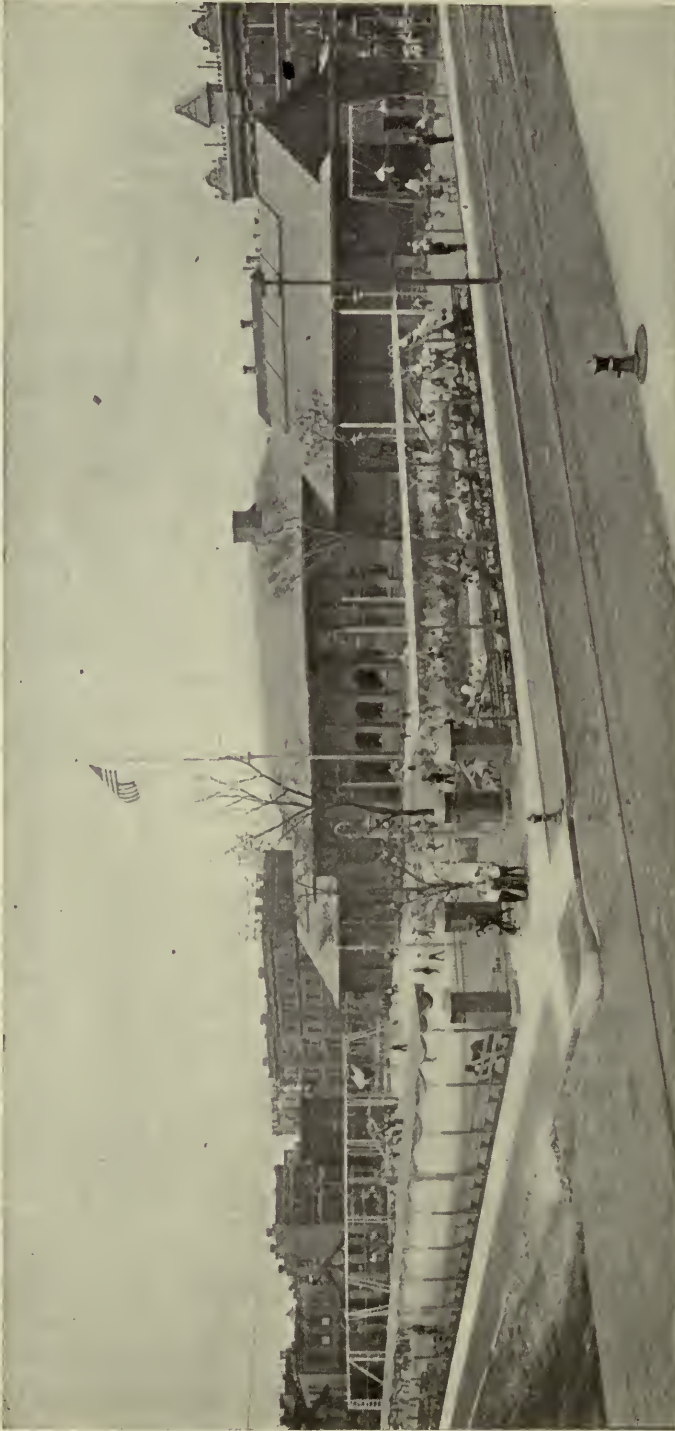


A convention of Good Men devised a machinery of government for a state. "We will provide," said they, "a device which requires twenty million horse-power of popular participation to make it work."

But the people who afterwards operated that machinery developed only one million horse-power of popular participation, spending the great bulk of their energy in getting bread and jam. So the device did not work as intended.

Did the Good Men readjust the gearing of their device so that it would work with one million horse-power?

No, gentle reader. They just stood pat and said "It is the duty of the people to develop twenty million horse-power."—*From the menu of the Short Ballot Banquet.*



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Books for the Citizen

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Public Recreation Facilities †

The March issue of the *Annals of the American Academy of Political and Social Science* covers this subject in a collection of significant articles by men and women prominent in the movement for parks and playgrounds.

A general article by John Nolen on "The Parks and Recreation Facilities in the United States" outlines the character and functions of national, state and city parks and draws conclusions as to increasing the working value of each. "Typical Parks—National, State, County and City" are described in a group of articles which includes the following: "The Boston Metropolitan Park System," by William B. Las Casas, Chairman of the Metropolitan Park Commission of that city; "City Planning and Philadelphia Parks," by Andrew Wright Crawford, Secretary of the City Parks Association of Philadelphia; "The Park Movement in Madison, Wisconsin," by Charles N. Brown, Secretary of the Madison Park and Pleasure Drive Association; and "Recreation Developments in Chicago Parks," by Graham Romeyn Taylor, Secretary of the Playground Association of Chicago. The articles on Boston and Chicago are illustrated by diagrams showing the extent of open spaces in both systems and the plans of several of Chicago's playgrounds. The new type developed by Chicago, that of small park recreation centers, expresses "the growing recognition that recreation facilities for the whole family and all the members of the community are just as much needed as the children's playgrounds which are now accepted necessities." The park movement in Madison is under the care of a private corporation acting as trustee for the city.

"The Social Significance of Parks and Playgrounds" is brought out in a set of deeply interesting articles by practical workers of distinction, who, aside from

proving the necessity of play, make definite suggestions as to the organization and management of recreation centers. Charles Mulford Robinson shows that education is a by-product of the intelligent use of properly organized parks. Victor Von Borosini, of Hull House, tells what recreation facilities are doing for our immigrant population. The importance of leadership in play is emphasized. Miss Beulah Kennard says, "You can build a playground around a good director if you have nothing but a lamp-post for equipment." In discussing "Music and Refreshments in Parks," Philip H. Goepp, of Philadelphia, maintains that "to provide good music and refreshments at the same time and place defeats the purpose of each."

The "Recreative Centers of Los Angeles, California," are described by Bessie D. Stoddart, Secretary of the Los Angeles Playground Commission, and there is an article by Eustace M. Peixotto, of San Francisco, on "The Columbia Park Boys' Club, a Unique Playground," as well as one by Dr. William Böhmert on the "Heide Park" of Dresden, Germany.



Civic Responsibility

The lectures given at Yale University by Governor Hughes on "The Attitude of the Individual," "Administrative Efficiency" and "Political Parties" have been combined in one volume under the title of "Conditions of Progress in Democratic Government."‡ Its object is "to quicken in young men the sense of civic responsibility," and it bears the stirring message of the practical idealist.

This message is given first to the individual who, dismayed at the number of unworthy voters, regards lightly his own right of suffrage. To the duty of counting more because others count less, is added the duty of contributing through the influence of his personality to the forces which

† The American Academy of Political and Social Science, Philadelphia. Octavo, 226 pp.; \$1.00 postpaid.

‡ By Hon. Charles Evans Hughes. Yale University Press, New York, 1910. Duodecimo, 123 pp.; \$1.25 postpaid.

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But Mr. Bryce does more than indicate the three hindrances to good citizenship; he shows us how to overcome them. Filled with that optimism which is the result of broad experience and deep insight, this book is one from which the reader rises refreshed, encouraged and inspired to a better fulfillment of his own civic duties—or privileges, as Mr. Bryce would call them.

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produce intelligent, right voting. "Whatever evil may exist in society or politics, simply points the question to the individual citizen, 'What are you going to do about it?'"

The attitude of the individual who realizes that "government is not something apart from us, or above us, that it is we ourselves organized in a grand coöperative effort to protect mutual rights and to secure common opportunity and improvement,"—the attitude of such a one must include a large sympathy with the interests of the individual as such, to the end that by strict integrity and vigilance, by intelligent understanding of community interests, by candor, justice, self-reliance and courage, each life "shall contribute to the reality, the security and the beneficence of government by the people."

The largest part of our duties as citizens is to see that the representatives of the people do their work well. Efficient administration is necessary to secure economy, to reveal defects in government and to apply remedies. Governor Hughes makes clear the right attitude toward public office. It should be dignified by adequate pay, by permanence, by efficiency, by fairness in criticism on the part of citizens and the press. "The chief safeguard against inefficiency is accountability to the people." Few offices and short ballots make it possible to enforce accountability.

Municipal elections have nothing to do with national politics. "Freeing our cities from the control of national party organizations, and the development of a system of local government which will aid in concentrating administrative responsibility, will remove many of the most pernicious abuses."



The Hindrances to Good Citizenship†

The introduction to these four Yale lectures by Hon. James Bryce states the requisities of citizenship to be intelligence, self-control and conscience:

"The citizen must be able to understand the interests of the community, must be able to subordinate his own will to the general will, must feel his responsibility to the community and be prepared to serve it by voting, working, or (if need be) fighting."

† By Hon. James Bryce. Yale University Press, New York. Duodeclimo, 138 pp., \$1.25 postpaid.

It is the average citizen whom the author addresses, and whose failure to maintain the proper standard of civic duty he here analyzes as due to the three causes of indulgence, personal self-interest and party spirit. There is a separate lecture on each of these causes, with a fourth which shows "How to Overcome the Obstacles to Good Citizenship."

The average man does not bestir himself to public duty because so many others share that duty with him. This sin of indifference has increased because the modern spirit is one of indulgence rather than of flaming indignation at evil. Modern states have grown so large that the single vote seems to have little bearing on the result, and to fight for one's convictions when in the minority is at the same time the test of true courage and the citizen's most difficult duty. Politics have many rivals in these days of great interest in athletics, in literature and art. The indifference of the average man is revealed in his neglect to fight against corruption, to vote, to serve in office and to think on public questions. Those who are able to guide and instruct their less competent fellow-citizens wisely and intelligently should feel it a duty to do so and to make up for the loss of independent thinking caused by the attempt of newspapers to form public opinion.

Private self-interest appears as a hindrance to good citizenship at every point where government touches the pecuniary interests of private citizens. Publicity is the most available weapon against the money power in politics, the elimination of which should be the citizen's first aim.

"But on the general principle that prevention is better than cure, it is much to be desired that legislation and administration should offer the fewest possible facilities for enabling men to grow rich by their dealings with the public or through special provisions of the law."

"The central problem of civic duty is the ethical problem. Indifference, selfish interests, the excesses of party spirit, will all begin to disappear as civic life is lifted on to a higher plane, and as the number of those who, standing on that higher plane, will apply a strict test to their own conduct and to that of their leaders, realizing and striving to discharge their responsibilities, goes on steadily increasing until they come to form the majority of the people."

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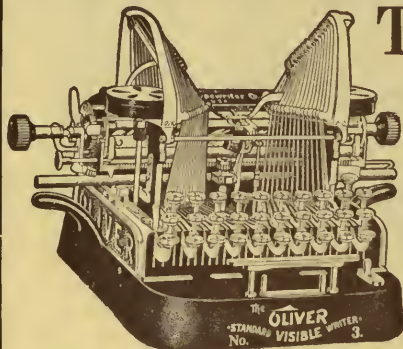
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What Wilkes-Barre Has Accomplished

By R. W. Ferrel

Secretary Wilkes-Barre Board of Trade

When Rip Van Winkle, of Washington Irving's fanciful tale, arose from the long slumber into which he had been cast by magic spell, it was to find that the world had been moving along without him and at such a rate that he could scarcely recognize the haunts familiar to him in former days, vastly changed as they were and presumably improved.

Cities, too, are occasionally overtaken by a lethargy similar to that with which Rip was afflicted, and though not, perhaps; entirely unconscious of what is going on around them, remain for long terms of years in a condition of coma from which they seem unable to emerge until some violent shock awakens them. Then it is that like Rip, they become aware of the improvements which have been made during their slumber period, and like him become aware of their own deficiencies; and in the manner with which they treat their deficiencies when awakened to them lies their future destiny. Opportunity with its winged feet and forelock is then theirs if they grasp it, but if not the last state of that city is worse than the first. Fortunately some cities prove that there is vigor still within their veins even after the lapse of decades, and unlike Rip, who awoke aged and infirm, they awake older but unwearied, conscious of their shortcomings and anxious and willing to overcome them.

Such was the condition of Wilkes-Barre

so far as the esthetic side of its nature was concerned, when it was awakened during the year 1906 by the activities of a body of representative men who determined to do something, though they hardly knew what, to get the city moving along this line.

The most glaring defect that presented itself to sight at that time was the river common. Ever since the city had been settled in 1769 the Susquehanna had been flowing past in its own stately style, but unchecked and unimproved save by throw-

ing bridges across it; and all that time it had been eating away the river common which had been laid out and reserved, though unfortunately not preserved, for the public use. This continual encroachment on the part of the river, aggravated by quicksands beneath the surface, had taken off nearly one-third of the width of the



SHOOTING THE CHUTES—NOON HOUR—SOUTH MAIN STREET PLAYGROUND

common in some places, and threatened to destroy it all. Here then was the chance to start something.

The city was not unlike others so far as casual appearances would indicate. It was a city of beautiful homes, private; of modern stores, private; of flourishing financial institutions, private; of great industries, private; but with no playgrounds, no park system, no improvements of its magnificent river front—in short, no definite program for the advancement of its public welfare. Its chief trouble lay in the fact that its citizenry had been so engrossed

in the struggle for private wealth and in private enterprise that the public welfare was forgotten and its interests shoved to one side.

Settled in 1769 by a band of Connecticut frontiersmen who were compelled to fight the Pennsylvanians for what they deemed their rights, subjected to the harrowing Wyoming massacre as an incident of the Revolution, the town and community still thrived by reason of their natural advantages, including the rich anthracite coal beds which were discovered in and about them, and in 1806 Wilkes-Barre was incorporated as a borough. The community continued to grow in numbers, and the territorial limits were enlarged in 1871, when

itself almost exclusively a commercial body and acted accordingly, doing good work along its chosen line.

It was under these conditions then, by no means unusual, that the body of alert and representative men previously mentioned set about the task of stirring things up, and found its first opportunity in the improvement of the river common. Their first efforts were modest. They subscribed a sufficient sum and secured the services of a landscape artist who came and looked over the common and its environs, drew a plan of decoration and improvement, and submitted it to the committee. The committee looked it over, gave it their approval and placed it in a prominent

store window for public display. The newspapers made mention of it, people strolled around that way to look at it, and remarks such as these were heard: "Say, that's all right, isn't it?" "Wonder somebody didn't think of that before." What's the reason we can't have that scheme carried out," etc., etc. Signs of awakening, you see. People just beginning to yawn and stretch.



VIEW IN 102.59 ACRES OF LAND DONATED BY JOHN W. HOLLENBACK

a city charter was received, so as to take in a total of 4.14 square miles. Once again the territorial limits were enlarged to take in the river bed and gain the revenue from taxation on the coal deposits beneath it, and there the territorial growth ended, with a total of 4.85 square miles of land area.

It was during this period that the lethargy as to the development of city beauty and civic pride was most pronounced. As has been indicated the city had thrived in a commercial way and had maintained a fair average with other communities, and in fact was the home of more persons of wealth than any other city in the state, excepting Pittsburgh and Philadelphia, but there was lack of organized effort for the public good. True, the city had a Board of Trade, but the Board of Trade at that time considered

There were some who objected or were pessimistic. There always are. "We can't have anything like that here," they said, "kids would steal all the flowers." "Who's going to pay for this thing, anyhow?" These and similar comments were heard. Wanted another nap, you see. But the projectors were persistent and insistent. They talked, used the press, compiled statistics showing the possibilities and, in short, kept up such a continuous racket that the town couldn't sleep longer and woke up and got into action. Not everything was achieved at once, nor was the original plan for improvement of the river common ever adopted, but its presentation served to arouse the interest that afterward was crystallized into action.

About this time, too, the Board of Trade

had a new spirit injected into its body with the coming of a new secretary (R. Nelson Bennett), and began to take interest in things not solely commercial, but appertaining to the city's welfare none the less. The then President Roosevelt visited the city under the auspices of a fraternal organization and accompanied by a host of metropolitan correspondents, and under the white light of publicity which they threw on the town its deficiencies were revealed to its own people together with a sense of the possibilities of improvement. In 1906 a centennial celebration marking the incorporation of the borough was inaugurated and carried out with success, and once more the comments of strangers served to awaken residents to the natural advantages of the place and the possibilities for development. These two big events, then, served thoroughly to awaken the city, not only to its defects, but better, to its possibilities, and therein lay hope for the future.

During the 1906 session of the Pennsylvania State Legislature a law was passed empowering certain municipalities to appoint Park Commissions for the purpose of caring for the public parks and playgrounds. Incited by the spirit of public progress recently awakened the Wilkes-Barre City Councils on Nov. 30, 1906, after first having passed an ordinance providing for the appointment of a Park Commission, appointed five persons to serve for five years as Park Commissioners, and



FRANCES SLOCUM MEMORIAL PLAYGROUND—DONATED BY
GEORGE SLOCUM BENNETT

later levied a tax of one-half mill for the work of the Commission.

At that time the only park in the city was the river common, consisting of about 38 acres. This had been laid out for public use and reserved by the admirable forethought of Major John Durkee, who came with the original Connecticut settlers and planned the town site for them. Major Durkee, also, by the way, coined Wilkes-Barre's unique name, in honor of two influential Englishmen who gave public expression to their belief in the justice of the American colonists' demands, when such expressions were not popular with the English government. Major Durkee also laid



SHELTER HOUSE—FRANCES SLOCUM PLAYGROUND—DONATED BY
ALBERT LEWIS

out a diamond shaped park in the center of the city from the corners of which the four main streets radiate. From this diamond shaped park, together with the fact that the city is the center of the "black diamond" mining industry, Wilkes-Barre gets its name of "The Diamond City."

This center square, now known as Public Square, had been used at various times for the town pump and weigh scales, the jail, the courthouse, the first meeting-house, the first academy and so on through the successive graduations of the city's development until at the time the Park Commission was organized the square consisted of an enclosed area, traversed by sidewalks, surrounded by coping, its center occupied

the river common and of Public Square, when it should come into the Commission's hands. Warren H. Manning, a Boston landscape artist, was engaged as park architect and spent some time visiting the city, during which he took notes. Afterwards he submitted a comprehensive scheme of parks and parkways, together with a detail sketch for the improvement of the river common. This latter work was undertaken with vigor.

The first step was to restore the common to its original dimensions and preserve it from further encroachments by the river. With this in mind the bank was made a dumping point for several months, was filled in with good earth and widened from ten to thirty feet. This step of course met with

opposition. For years a wordy newspaper war had been waged in which theory appeared to prove that the bank could not be saved because of the quicksands beneath it. The Commission's engineer devised a scheme of protection by piling, and with faith and courage the Commissioners went ahead with it, and afterward ripped the face of the bank for a distance of about 1,000 feet. This cost \$10,000,

but the Commission's faith has been justified, and the bank is now itself a thing of beauty when contrasted with its previous appearance, while the common has been enlarged as stated.

Flower beds were planted at either side of the approaches of the main bridge leading from the city, and these became a subject of delighted comment the year round, from the time the first beds of thousands of brilliantly colored tulips came into blossom until the snows of winter left revealed only the outlines of the beds as traced by the low hedge about the edge. And, to the continued amazement of the pessimistic, not a single flower was stolen or plant wantonly destroyed all summer long.

In the meantime donations of land, again to the amazement of the pessimists, came



OUR FUTURE CITIZENS—COAL STREET PLAYGROUND

by the county courthouse, and its only beautification were the trees which had been a half century or more in growing. The land had been transferred to the possession of the county for the occupation of the courthouse.

Luzerne County, of which Wilkes-Barre is the capital, was at this time constructing a magnificent new courthouse at a cost of \$2,000,000. This splendid building had after a long struggle been located on the extreme upper end of the river common, the city giving the land for the purpose with the understanding that the old courthouse be removed by the county and the ownership of Public Square again transferred to the city.

The immediate problem before the Park Commission, then, was the improvement of

thick and fast, and before another summer rolled around donations had been made as follows:

April 27, 1907, Geo. S. Bennett donated a lot on the corner of North Pennsylvania Avenue and Scott Street, known as the Frances Slocum playground, this name commemorating a memorable historical incident.

April 27, 1907, Ruters Grove (10 acres), on the west side of the river opposite the city, was purchased by the Park Commission and paid by Abram Nesbitt.

July 15, 1907, L. D. Shoemaker Estate donated 8.5 acres, being the continuation of Rutter's Grove. (These last two donations, combined, are now known as River-side Park).

July 18, 1907, J. W. Hollenback donated 76 acres in the Mill Creek section, north of the city, formerly known as Suburban Park, now named Hollenback Park.

A rustic shelter house was erected and furnished the Frances Slocum playground by Albert Lewis.

Nearly a year later, April 18, 1908, J. W. Hollenback gave a deed for 27 acres of valuable land adjoining his former gift of 76 acres. This will make a large country park, which will be developed when the river common and Riverside Park have had their permanent improvements completed.

The total value of city park lands is now estimated at \$100,000.

These successive donations provided a large field for the expenditure of money for improvement; but this has been under-



RIVER COMMON BEFORE PAVING AND PLANTING

taken in a sane, though comprehensive manner, and the original millage rate for support has not been increased. The unsightly river front opposite and outside the city, donated to the city by Mr. Nesbitt and the Shoemaker estate and subsequently annexed, was cleaned up, sodded, lighted, planted with wild flowers, policed and made an attractive and safe place, neither of which it had been before. A bathhouse was erected on the west bank for the use of the men and boys of the city, and lifeguards were employed. There has been but one death by drowning at that point during the last three years, while the record previous to that time was one or more per year.



RIVER COMMON AFTER PAVING AND PLANTING



ENTRANCE TO RUTTER'S GROVE (NOW RIVERSIDE PARK)—"BEFORE"

The donation of the Frances Slocum playground also gave an impetus to the playground movement, which prior to that time had been a private charity enterprise, and the following summer six were in operation under the direction of the Park Commission, with corps of instructors and complete sets of equipment, while scattered about the city, on vacant lots and fields, a dozen or more baseball diamonds were graded and prepared for the use of the men and boys of the city. These proved to be greatly appreciated.

The following summer the question of extending the riprapping and widening the river common from Market Street north (the upper half of the common), became a

of rock from a shaft-sinking operation. Later the Park Commission dumped earth on top of and over the face of this fill, and the surface will be covered by flowering vines as on the face of the bank below Market Street. The only cost to the Park Commission for this effective work was the cost of laying the tracks, amounting altogether to less than \$2,000, as compared with the \$10,000 or more expended on the lower end.

In 1908 the State Legislature passed an act permitting the creation of Shade Tree Commissions to supervise the planting and care of shade trees in municipalities. The Board of Trade urged the exercise of this privilege by City Councils,

the Park Commission were empowered to act under the provisions of this law, and great progress has been made along this line. The Park Commission now has entire supervision over all shade trees in the city (except those in private grounds), and not one may be removed, pruned or planted without its permission, thus insuring uniformity of treatment. On the other hand the Park Com-



ENTRANCE TO RIVERSIDE PARK—"AFTER"

mission has the power to plant shade trees where considered desirable, and to collect the cost from the property owners. Under this system nearly 1,000 trees have already been planted on seven streets, while forty-five other streets have been marked for tree planting, requiring a total of about 3,000 trees. Each street is planted with a certain variety of tree, best suited to its needs and the soil. This compulsory tree planting met with considerable opposition, the first year, but in 1910 there not only was no opposition, but in many instances the Park Commission was requested to plant more trees than had been planned along certain streets or in front of certain properties.

The courthouse having been removed from the Public Square that space is now being transformed into a public park. The old trees have been given scientific treatment to ensure their preservation, a system of concrete walks is now being laid through and around the park at a cost of about \$10,000, part of the cost of which comes by special appropriation from the city, and grass and shrubbery will be planted in the open spaces. From the Centennial Jubilee there was left a fund of \$2,500 which was set aside as a permanent memorial fund and which has been in bank since 1906. This fund is now being utilized in the construction of a large electric fountain in the center of the square.

It will thus be seen that during the past four years the park acreage has been increased from 38 to 151.5 acres (not including the Frances Slocum playground), the original parks have been vastly improved, a comprehensive system of tree planting has been inaugurated, a play-

ground system has been put in operation which had an aggregate attendance of 185,000 during 1909, a system of parks and parkways has been adopted which is gradually being developed, City Councils are now considering the purchase of another piece of ground for park purposes in a portion of the city hitherto unsupplied, and the love of city beauty has been greatly stimulated. It is an open secret, too, that whenever the Commission reaches a financial condition where it can undertake the improvement of additional park grounds, extensive donations will be forthcoming.

During this same period also there has been great progress along other lines, public and semi-public.

The Wyoming Valley Society for the Prevention and Treatment of Tuberculosis has had the pleasure of seeing the tuberculosis dispensary established under its auspices taken over by the State Department of Health and made the model for the state system of county dispensaries. With this relief the local society has now opened a modified milk station which has resulted in a great reduction in the infant mortality rate.

The city has made substantial progress in paving and sewerage and through the passage of two large loan ordinances has erected a number of city buildings, and among other things has so built up its sewer system that it is now more completely sewered than any other city in the state.

Factory owners and coal companies have caught the spirit, and are improving the surroundings of their buildings with grass plots and flower beds; and only recently the Kingston Coal Co. opened and donated to the use of the people of Edwardsville, a suburban town, a completely equipped

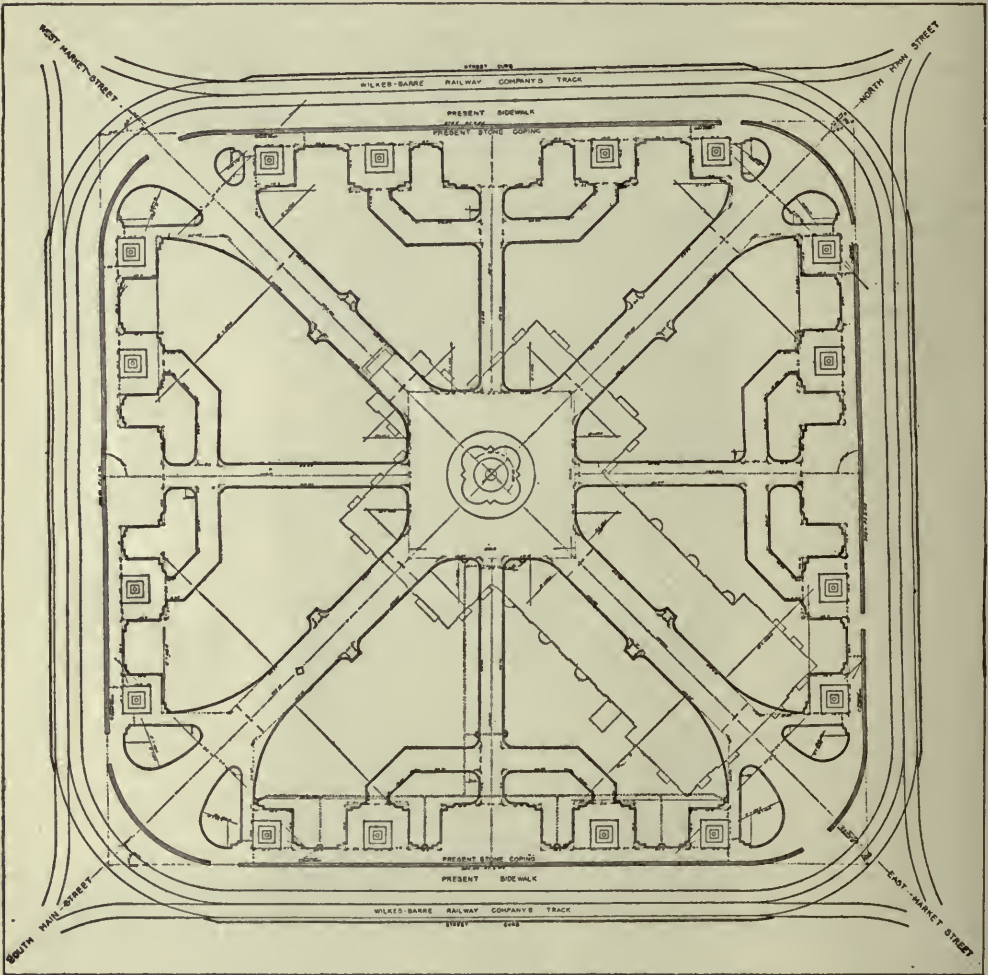


WALK IN RIVERSIDE PARK—18.93 ACRES DONATED BY ABRAHAM NESBITT AND HEIRS OF L. D. SHOEMAKER

playground which cost in the neighborhood of \$7,000.

The City Councils have also undertaken the problem of elimination of grade crossings, and the railroads interested now have under way plans for the elimination of

tion and with the aid of the Woman's Civic League, a Clean-up Week which was thorough in character, made so by a house to house canvass of the city by health officers and the distribution of circulars in various languages giving direc-



PLAN FOR IMPROVEMENT OF PUBLIC SQUARE PARK

This shows the scheme for the granolithic sidewalks now under construction, the spaces reserved for lawn and flower beds, and, in the center, the memorial fountain soon to be unveiled. The sixteen squares along the outer edge indicate the proposed lamp standards.

two of the most important ones, these being so planned as to permit the ultimate extension of the eliminations scheme until all grade crossings within the city limits are removed.

The Sanitary Committee of City Councils recently carried out, at the instiga-

tions as to the proper cleaning and sanitation of premises.

In the light of these and other favoring conditions may it not be said for Wilkes-Barre that the city is thoroughly awakened and that its slogan of "wealthy, well-known and wideawake" is no misnomer?

Essentials in Civic Organization*

By F. A. Miller

Ex-President South Bend Chamber of Commerce

In most cities where successful commercial organizations have been formed they have followed a number of lesser and weak associations formed wholly or in part for the same purposes, but not upon a sufficiently strong foundation to entitle them to successful growth and wide usefulness. This was the history of the movement in South Bend, Ind. Years ago the city had an organization composed of certain classes of trade. This was superseded by first one and then another organization and, some years ago, by the nearest approach to a general business association in what was called the South Bend Business Men's Association. The dues were \$5 a year. These dues paid for an annual banquet, and left a small sum to pay expenses of persons visiting the city seeking factory locations and for a secretary who was not an expert in the work and the principal part of whose living, therefore, came from other business.

It must be realized that, with a membership of a few hundred and such small dues, but little for the benefit of the city could be accomplished. The small dues were regarded more as a donation than as money paid for something that would be of general benefit.

In the early part of 1908 a few men, feeling the time had come for a business association formed on energetic and progressive lines, started a movement with that object in view. Several persons, among

them one of the greatest commercial secretaries in America, were invited to the city to talk to business men, and the meeting held was a most gratifying success. It resulted in the appointment of a committee of ten prominent business men for the formation of a plan of action. These men met frequently on hot nights in the summer of 1908, and by the end of the year had formulated by-laws based on the by-laws of some of the best commercial organizations in the United States.

Cutting Out the Dead Wood

When all was ready the South Bend Business Men's Association was called to meet. Out of the membership of several hundred some forty or fifty responded. This was regarded as a quorum, and the meeting proceeded to transact business. The plan formed by the committee was laid before the meeting and adopted and forty business men signed their names to the by-laws of the newly formed organization



F. A. MILLER

called the South Bend Chamber of Commerce. The by-laws called for a directorate of fourteen members, seven to serve for one year and seven to serve for two years. Those fourteen directors were elected, the seven highest for two years and the next seven for one year. The effects of the old organization, which had been made a past quantity by the action of the meeting, were turned over to the new.

These fourteen directors met and elected officers for the first year, ending Dec. 31, 1909. The next duty was to secure a

* From an address delivered before the Elkhart, Ind., Industrial Association.

secretary, and it was decided to secure as good a one as the new organization could afford. Committees had made a canvass of the city for additional members, and, although the membership fee of \$25 a year seemed high, being five times as much as the membership fee in the old association, about 300 substantial business men promised to join. With an anticipated income of from \$5,000 to \$8,000 a year the officers and directors believed themselves justified in securing a commercial expert, and, after weeks of labor and the personal investigation of a number of secretaries of other organizations, they extended a call to the secretary of a board of trade in an adjoining city, offering him a salary of several thousand dollars annually.

He accepted the proposition and is about completing his first year. A man of more than twenty years' of experience in this kind of work, he is entitled to great credit for the splendid manner in which he has assisted in building up the South Bend Chamber of Commerce. To a lay member of such an association the duties of secretary may seem to be easy to perform, and he may feel that almost any man can perform them with success, but this is not true. Just as great stores have found it necessary to have experts to handle their publicity so have commercial organizations discovered that successful work can be accomplished only when they have experts in this line of work to guide their destinies. A big advertiser would not engage for manager of his publicity a man who knew nothing of the work. On the same principal an association such as a chamber of commerce cannot hope to achieve the maximum of success unless it has as secretary an expert in the work.

Toward the completion of the first year it was discovered that the by-laws were not altogether practical. These were revised, articles of association permitting the organization to buy, sell and own property were adopted, and the association was placed upon a stronger foundation than ever. The directorate now consists of 21 members. The business affairs of the organization are transacted by the directorate and by committees and sub-committees which are responsible to the directorate. During most of the year the directors meet once a week.

Weekly Luncheon Meetings

I wish to impress upon you the splendid manner in which the plan of holding weekly directors' meetings works out with the South Bend Chamber of Commerce. Early in its history the meetings were held at the call of the president, but after the secretary took charge it was decided to hold weekly meetings, and these at the noon hour preceded by a lunch. Previously all of the directors' meetings had been held in the latter part of the afternoon. The only meeting of directors called in 1909 at which a quorum was not present was in the evening, demonstrating that the business men of South Bend much prefer day meetings. I think this also true elsewhere.

The directors assemble in the café of the Oliver hotel, and at 12:15 sit down to lunch. Each director finds at his plate a small envelope in which he places the price of the lunch and a fee for the waiter. Signing his name in a designated place, he passes the envelope to the secretary, who pays the bill. Members of the Chamber who are not directors are welcome to attend the meetings.

At 1 o'clock the meeting is called to order, and an hour is spent in the transaction of business. It is a significant fact that so far a quorum has always been present, and as a rule very few directors leave until the meeting adjourns. We now have under consideration holding in the same manner monthly meetings of the members, these meetings to take the form of a forum at which subjects of civic concern will be discussed, with now and then a brief talk by some person acquainted with chamber of commerce work and possibilities. For our first talk we have engaged the services of a well-known business man in Grand Rapids, Mich., a man who has investigated many cities, and who is entirely competent to talk to us on civic problems.

It must be apparent, therefore, from the experience in South Bend (and I believe it is also the experience in Chicago and many other cities) that evening meetings of directors are to be avoided. Evening meetings will attract if they are in the nature of a banquet, if the business is of great consequence and deeply interesting, or if some speaker of more than ordinary importance is to be present; but ordinarily

our experience is that the noon meeting is preferable.

One of the strongest features of these directors' meetings (and the same is also true of the general gatherings of members) is the sociability which results from this personal contact. Men who may have been strangers meet and become better acquainted, while others who have been acquainted find in each other satisfying qualities of which they were unaware. The result is a closer feeling of real friendship and an appreciation of the qualities which this closer relation brings out. Competitors learn to know one another from entirely new viewpoints, and before they know it they are discussing business problems in a friendly and intelligent manner. It is happily true, therefore, that if these meetings of members produce nothing more than a better, more friendly feeling among competitors they have accomplished much, for with such a sentiment created problems of mutual benefit are more easily solved.

One Year's Accomplishments

The first year of the South Bend Chamber of Commerce was more than ordinarily successful. Many things were accomplished, some less important than others, and yet all of sufficient moment to demonstrate the need of such an organization, and to prove that things are waiting to be done.

The Chamber gave a reception to Indiana's newly elected United States Senator, Hon. B. F. Shively, of South Bend, and Mrs. Shively. This was one of the most noticeable social functions ever given in Indiana. It demonstrated the non-political and non-partisan character of the Chamber of Commerce, for the event was directed mainly by men opposed to Senator Shively politically, but who vied with the Democrats on the entertaining committee to compliment their distinguished fellow-citizen.

The association inaugurated a movement for the erection in South Bend of a statue to the late Vice-President Schuyler Colfax. It is believed this movement will ultimately be successful, for it is proposed to continue efforts with coming Indiana legislatures to that end.

Appreciating the value of having South Bend mentioned in leading newspapers of

the country with other principal cities in monthly building statistics, the Chamber of Commerce succeeded in obtaining the listing of the city's building statistics in a well-known construction publication. On first thought this may not be regarded as of much importance, but a further consideration will certainly make it apparent to any thoughtful person that the monthly mention of the city in connection with the largest cities in the country is publicity worth having.

The organization was represented in the national tariff commission convention in Indianapolis early in 1908.

The Chamber of Commerce, deeply interested in the progress of South Bend's public schools, aided materially in securing a postponement in the last Indiana legislature of the notorious Babcock bill. Had this bill become a law South Bend's public school system would have been most seriously affected.

The organization assisted in the entertainment of a number of conventions of state and national character which were held in South Bend in 1908. One of these in particular, the Indiana Republican Editorial Association's summer meeting, resulted in widely advertising the hospitality of the city throughout Indiana.

Through the Chamber's efforts South Bend was selected as one of the two Indiana cities to entertain the distinguished Japanese commercial commissioners. The Chamber of Commerce invited them to South Bend in the hope of promoting closer relations between the city's manufacturing industries and the people of Japan. The result of this day's entertainment cannot be measured at this early day. The echo of that visit is likely to be heard in months and years to come through orders for South Bend's products.

Civic Betterment Features

The association inaugurated a movement for the suppression of the smoke nuisance in South Bend. This movement was placed in charge of a committee and its work was almost immediately effective. As a result one of the largest buildings in the city very soon began testing a smoke preventor, and another large building is now making a test of a preventor, devoting particular attention to the effect from the use of va-

rious qualities of coal. The City Council has been induced to take up the subject and the hope is that South Bend will soon be a much cleaner city.

The Chamber started a movement for making South Bend healthier by educating people in the proper way of living, and this movement is to be continued.

The subject of good roads has been taken up with the expectation of eventually producing better public highways in this section of Indiana.

The Chamber inaugurated and promoted a home-coming celebration which, it is estimated, brought fully \$100,000 into the city, besides giving it very wide advertisement.

The Chamber issued in 1909 ten thousand booklets concisely describing South Bend's many advantages, sending these booklets into all parts of the United States.

The Chamber organized a retail merchants' bureau with a membership of 36 of the most prominent merchants in the organization. This bureau has created a much better feeling among the competitive merchants and is continuing to do good work. Through the bureau a week of excursions into South Bend from the surrounding country was promoted, and the retail stores' sales were of a most satisfactory character.

The Chamber has a municipal affairs committee composed of about seventy of the most prominent business men in South Bend. This municipal affairs committee is divided into sub-committees, each sub-committee having particular duties to perform and special subjects for the betterment of the city to consider. The chairmen of these sub-committees are some of the best-known men in the city and working with them are men equally well known in business circles. The power of such an organization is almost without limit, and it is expected that the good work inaugurated by the municipal affairs committee in 1909 will be continued with great effectiveness through 1910 and subsequent years.

The association was represented in the waterways convention in Fort Wayne, Ind., Nov. 10 and 11, and made a deep impression on the convention. The Chamber was also represented in the national waterways convention in Washington, D. C.

One of the most effective accomplishments of the Chamber of Commerce and one which was done quickly was that in which it compelled the western mail division on the Lake Shore Railroad to change a mail schedule. The superintendent of the division made effective a schedule which seriously hampered South Bend business interests, particularly the interests of manufacturers. The Chamber took up the subject at a meeting of its board of directors, the president appointed a sub-committee, this committee to meet at 5 o'clock on the same day, and within a week the superintendent of the division had changed the schedule. The quickness with which the change was made demonstrates the influence and power of the South Bend organization, and suggests what can be done by any organization of a similar character, unselfish in its devotion to the best interests of the city.

The organization aided in attracting to South Bend desirable manufacturing establishments, thereby adding thousands of dollars to the city's annual payroll and bringing to South Bend additional population desirable in character, at the same time increasing the variety of the city's manufactures. Since the organization was formed fourteen manufacturing concerns have moved to or been organized in South Bend. These have a combined capitalization of \$283,000.

Through the organization's efforts a slogan, "South Bend—World Famed," was adopted and has already served to advertise the city widely.

Exerting an influence on railroads the Chamber succeeded in securing a ten days stop-over in South Bend on through tickets without extra cost.

These are but a few of the accomplishments of the South Bend Association in one year. What has been done in South Bend can be done in any other city if the same policy of honesty, unselfishness, telling energy and civic loyalty is carried out. The time has come when cities can no longer hide their candles under a bushel and hope to progress. Like the large merchants who attract business by publicity cities have become competitors, and they must adopt similar methods if they would grow physically and commercially.

The London Method of Controlling Diphtheria in Schools*

By William H. Burnham

Professor of Pedagogy, Clark University

Recent investigations in London under the direction of Dr. Kerr, the efficient Medical Officer of that city, illustrate the scientific method of managing diphtheria in the schools. But before speaking of these, let me ask you to recall a few things in regard to this disease. Every adult here can remember the dread caused by this enemy of childhood before the use of the antitoxin became general. It was the most alarming of the school diseases, and every mother knew the danger liable to be encountered when she sent her child to school. The way the doctor felt is well described by Woods Hutchinson in his recent book on "Preventable Diseases."

"Nor was the doctor in much happier plight. . . . The feeling of helplessness, the sense of foreboding, with which we faced every case was something appalling. Few of us who have been in practice twenty years or more, or even fifteen, will ever forget the shock of dismay which ran through us whenever a case to which we had been summoned revealed itself to be diphtheria. Of course, there was a fighting chance, and we made the most of it. . . . But what 'turned our liver to water'—as the graphic Oriental phrase has it—was the knowledge which, like Banquo's ghost, would not down, that while many cases would recover of themselves, and in many border-line ones our skill would turn the balance in favor of recovery, yet if the disease happened to take a certain sadly familiar, virulent form we could do little more to stay its fatal course than we could to stop an avalanche, and we never knew when a particular epidemic or a particular case would take that turn. 'Black' diphtheria was as deadly as the Black Death of the Middle Ages."

Since the use of the antitoxin has become general the mortality from diphtheria has decreased remarkably. In Boston, according to statistics collected by Dr. McCollom, the average ratio of mortality from 1876 to 1894, before the use of the antitoxin, was 14.25 per 10,000 of the population. The average ratio since the use of the antitoxin from 1895 to 1909 inclusive, has been only 5.17. But while the use of the

antitoxin has enormously reduced the mortality, nevertheless many of its terrors still remain, and frequently it is difficult to control an epidemic of the disease.

The significant facts in regard to diphtheria are briefly as follows:

The disease is caused by the Klebs-Loeffler bacillus in the throat or nose and is usually spread by direct personal contact. The persons who are acutely ill with diphtheria are not the serious sources of contagion, for they are isolated. The most serious sources of contagion are the following:

First, the perfectly healthy child who has come in contact with the disease and carries the germs. Such cases are called "carriers."

Second, children who are suffering from mild forms of the disease not perhaps suspected by parents and teachers.

Third, children who have had the disease, but have returned to school while still carrying the Klebs-Loeffler bacillus.

There are many survivals of old ideas in regard to the treatment of diphtheria. It is usually supposed that it is always a severe disease; hence the great danger that comes from "carriers" is ignored. School closure is resorted to, and the children are allowed to return to the school after a few weeks without any examination to prove that they are free from the disease, and great faith is placed in disinfection as a means of protection. This without bacteriological examination is of no avail. As a recent writer points out we disinfect the rooms and the furniture, but the disease germs are in the noses and throats of the children. Disinfection by means of sulphur, as described by Dr. Kerr, is "a procedure only to be classed with feticistic incantations and medieval exorcisms."

Very important and significant studies of diphtheria among school children have been made in London. While that city has apparently less thoroughgoing health inspection than New York and a less adequate corps of health officers and nurses,

*From a paper presented at the Second Child Conference.

its management of diphtheria seems to have been successful as far as tried, and it is instructive. The method is similar to that used by boards of health in this country, only special effort is made to detect the carriers before they do mischief. It is described as follows in the Report of the Medical Officer for 1905:

"Diphtheria returns are kept under continuous observation, and on any suspicion of school influence showing itself my assistant visits the school, and all children giving any sign of ill-health, such as aural or nasal discharge, enlarged glands, undue pallor, or a history of recent absence, have a small portion of mucus removed from throat or nose by a sterilized platinum wire, and placed on the surface of a tube with sterile blood serum. This is then cultivated in an incubator at 98°F. for 15 to 18 hours. The cultures are then examined microscopically, and any showing suspicious forms are then stained with Neisser's stain. Except in very rare cases this is deemed sufficient. Only cases showing Klebs-Loeffler bacilli are counted as diphtheria, the pseudo-bacilli we neglect."

In some cases cultures are made from all the children. The significant and favorable results of a scientific method of managing diphtheria are illustrated by the following concrete cases from the London reports:

"Grafton-road (Islington, N.)—During April, 1905, some cases of diphtheria occurred amongst the infants; out of 33 cultures one boy was discovered to be a carrier, and on his exclusion the outbreak ceased."

"William-street, (Fulham)—An upper class of the Infant's department having had several cases, 33 of the children were bacteriologically tested, and six found to be harbouring the bacillus. On excluding them the outbreak terminated."

"Union-street (Woolwich)—Much illness and some diphtheria being reported, a visit of enquiry was made on December 11th, 35 infants being examined, nine presented Klebs-Löffler bacilli. Measles and whooping-cough were also prevalent, and, as the children seemed in a condition of low vitality and likely to be disposed to aid dissemination of infectious disease, the department was closed till the Christmas vacation."

"At Lewisham Bridge School, in September, a few cases of diphtheria occurred in an infant classroom. The Medical Officer of Health was very anxious to close the room and exclude all the children, but it was felt that the more scientific procedure would be to discover the carrier cases, and exclude them only. Accordingly, the children were all examined, and two were found harbouring diphtheria bacilli. On the exclusion of these two the outbreak subsided entirely. One of the cases—R. C.—had a

profuse nasal discharge. . . . On December 8th he was again reexamined, and although the nose now was free from diphtheria germs, a culture from the apparently healthy throat still gave Klebs-Löffler bacilli, although this time they grew in degenerate and bizarre forms, showing that their vitality was on the point of exhaustion. In this case, therefore, the diphtheria bacilli persisted in a throat for over 70 days. Had the children been excluded, say, for 21 days, this boy would have returned with the others in a still infectious condition, and the closure would have been a failure."

Thus in general school closure as a means of checking diphtheria is likely to have but little influence; with competent medical inspection it seems better ordinarily to have the schools continued because in this way the disease can be better controlled than when the children are on the streets and at home. Dr. Kerr in a recent report writes:

"It has been shown that school closure ought seldom or never to be necessary in elementary schools owing to the prevalence of diphtheria. With modern technique it is possible to discover those who are spreading the disease and to obtain their exclusion. The objections to school closure are that "carriers" are not discovered and isolated, and that there is not the least guarantee that at the end of the period of closure the children who are the cause of the spread of the disease will be innocuous. The closing of schools for diphtheria should be looked upon as a confession of impotence and defeat."

The only safe method of procedure seems to be the following: as soon as a case breaks out in school bacteriological tests of all the children should be made in order to detect any possible "carriers"; in case diphtheria has occurred in a household all children in the family should be examined bacteriologically before being permitted to reënter the school; children who have had the disease should not be permitted to return to school until a number of negative cultures has shown that the disease is no longer carried.

The problem of dealing with diphtheria in the school is a very difficult one because the only sure way seem to be the exclusion of all children who are "carriers"—at least as soon as a case of the disease occurs in a school. This is likely to be strongly objected to by parents, who see no reason why children who are well should be excluded from the school. But the serious character of the disease and the satisfactory results likely to come from thorough-

going investigation and rigorous exclusion of all cases showing a positive culture, seem thoroughly to justify such drastic

measures, and teachers and the community should be educated to the need of a scientific method of handling the disease.

City Streets*

By John Nolen

Of all the features of city planning, streets are the most important. They are the framework of a city. Everything else depends upon them. They control and regulate the development in the center of a city, and ramify to the remotest corner. No other feature is so permanent, no other so difficult to change. Streets, also, have the most direct and intimate influence upon the economic, sanitary and esthetic development of city life. Therefore every decision with regard to the street is important,—its location, its width, its right subdivision into roadway, and its furnishing. With but few exceptions these decisions concern the general public far more than the individual or group of individuals who happen to own or rent property on any particular street under consideration. Thus the settlement of these matters, it would seem, should rest in public hands, and the decisions should be made primarily with regard to public interests.

Different streets have different functions, and every street is related directly or indirectly to some other street. Even in small towns there is good reason for a considerable variety of streets, and in a large city a complete system is demanded. Some streets are primarily business streets; some by virtue of their location and grade are thoroughfares; some, for other reasons, are the natural arteries for electric car lines. Some streets in every city are for modest residences, some for large private places, while still others are or might be adapted for pleasure drives. These varying functions require varying treatment, and varying treatment is not likely to be discriminating, skillful and effective unless initiated and controlled by public authority.

A comparison of the practice of a number of American cities with regard to the laying out of streets shows considerable variety. The differences, however, appear to be due more to accident and habit than to forethought. In the matter of streets Europe has much to teach America. Even the smaller cities and towns there show wisdom and skill in this matter, and in the larger cities it is a highly developed art. On the other hand, the practice of American cities, almost without exception, is commonplace and childish, lacking in intelligence, skill or forethought. The result is an almost infinite waste of time, money and opportunity. The fact that Boston has spent about \$40,000,000 since 1822 in street widenings, straightenings and extensions shows the extent and gravity of the problem, and Boston streets are not all wide nor straight yet. It cost the people of the little town of Brookline, Mass., \$615,000 to widen Beacon Street from 50 to 180 feet for a distance of two miles. It should be added, however, as showing the value of properly located, wide streets, that the change resulted in an increased real estate value in six years, for an approximate distance of only 500 feet from the side lines, of over \$4,000,000. The results in Kansas City, Mo., are equally significant.

The two most urgent needs of American city street planning are a greater differentiation in the width of streets and an apportionment of any given width so as to meet more successfully the demands of travel combined with due regard to the streets' appearance. To provide for these imperative needs calls for a more intimate knowledge of traffic, of existing local conditions and of the probabilities of the future, together with wide experience in outdoor design.

* Abstract of an address delivered at the Second National Conference on City Planning and Congestion of Population.

City Planning Exhibition in Berlin

By George B. Ford

Those of us who have recently been in Berlin have had the good fortune to be able to see a development in modern civic endeavor that means a great deal for the future. Cities all over the world are beginning to realize that life in the city has come to a point where radical steps must be taken to prevent the cities strangling themselves. Heretofore cities have developed their outlying districts in a purely random fashion, leaving to each individual property owner to develop his own land according to his own sweet will. Naturally the chief idea behind each of these bits of undulated development has been the securing of maximum pecuniary return for the owner of the particular piece of property. Nor has this been entirely a matter of selfishness, for even if the property owner was high-minded and had ideals there was no one who could tell him how to develop his property to the best advantage of all.

A few wise men in our modern cities have realized this and they are now bending all their energies to a study of the problem, trying to find out the principles on which the ideal development of a city as a whole should take place. This has led to the organization of city-planning exhibitions in various cities, and of these unquestionably the greatest and most comprehensive is the one just held in Berlin. Not only has this exhibition had the advantage of the experience of the others but it has been most fortunate in meeting with an unexpectedly hearty response on the part of the German municipalities.

It owed its inception to Boston-1915, for one of the chief workers there, Dr. Werner Hegemann, wrote most enthusiastically about this in several of the German magazines, with the result that he was called back post haste from Boston to Berlin to organize a somewhat similar exhibition there. He had the backing of one of the leading civic spirits of Berlin, Mr. Otto Marsch.

There were four short months in which to organize and bring together the com-

ponent parts of this plan, but thanks to the hearty coöperation of all bodies, both governmental and private, that were interested in this subject, the Berlin Exhibition developed into far and away the largest and most far-reaching aggregation of city-planning material that the world has ever seen. Germany was a particularly favorable country because it is the one which has so far paid the most attention to this subject. It is probably about to be surpassed in this line by England, especially under the impetus of the latter's new Town Planning Act.

This differed from any of the previous town planning exhibitions in that it was primarily a place for study of the subject and not a place, as the others had been, to arouse interest in the subject. There was no placarding in large letters, made solely to catch the eye of the passer-by, and absolutely no auxiliary features brought here solely to attract the multitude. Every admission was paid, with special rates to societies and clubs, and yet something like seventy thousand people visited the exhibition. This attendance was drawn from all classes, from the expert to the workingman, the labor unions alone taking fifteen thousand tickets, which they used and used seriously, for everybody that came spent at least several hours trying to see what the exhibition really meant. This, fortunately, was rendered easier by the plan of having guides who would conduct parties of from 25 to 100 people through the exhibition explaining to them the most interesting features. On some days there would be fifteen or twenty of these parties going around at once.

Not only was the exhibition successful in its attendance and interest, but it almost paid financially, for the fourteen thousand dollars that it cost to bring it together and to instal it was nearly paid by the admission receipts and the sale of books. This latter feature consisted in an almost complete library of books dealing with city planning and like subjects with the opportunity to order duplicates on the spot.

The reason for bringing the exhibition together at this particular time was the necessity of allowing the public to see the competition drawings for greater Berlin. A few years ago Berlin and the surrounding communities came together and subscribed among themselves \$40,000 to be given in prizes in a competition for plans which would deal comprehensively with Berlin and the surrounding towns. This competition brought out the best work of

man city planning. Open spaces were left at the junction of streets and avenues, and in the residential districts spaces were reserved for parks and playgrounds.

After traffic came the great question of transit, which in Berlin is difficult owing to the inopportune location of the railway stations.

This occasioned the designing of an intricate system of underground intercommunicating railways, so that all the transit



MODEL OF CITY BUILT BY THE DEUTSCHE GARTEN-STAAT-GESELLSCHAFT AT HELLERAN, NEAR DRESDEN
It is of the co-operative plan similar to the garden suburbs founded by the Co-partnership Tenants Limited of England. It is laid out in the typical style of the recent German plan development of the residential quarters, with highly irregular and picturesque streets along the line of the plan of the old cities of Germany.

the greatest experts along social, economic, architectural and engineering lines. The natural result was a marvelous lot of drawings, and the four first prizes in particular are worthy of a great deal of detailed study.

The chief points considered were those of traffic and transit. A complete system of radials and circumferential avenues formed the basis of the traffic system, and the districts in between these were filled in with business or residential streets, according to the principles of modern Ger-

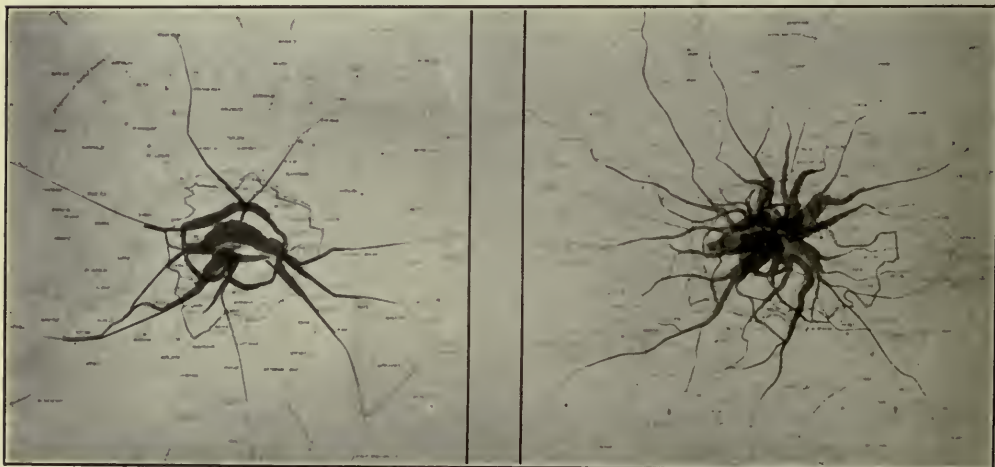
man city planning. Open spaces were left at the junction of streets and avenues, and in the residential districts spaces were reserved for parks and playgrounds.

Another feature of the competition was to define the heights to which buildings could be erected in different parts of the city, and also to determine on a plausible arrangement of streets and dwellings in a residential quarter for workingmen. Many drawings and perspectives were devoted to the rearrangement of the public buildings and public spaces—in other words the ornamental features of the city.

While this has been done on a much

larger scale in Berlin than anywhere else in Europe, still many of the other cities, in particular Vienna and Munich, have devoted a great deal of thought to the preparing of plans for their rearrangement and extension. In every case the great problem is how to provide the best living conditions for the great mass of the people. These people cannot afford to pay a high rent, and so conditions must be found under which they can be given the best chance to live proportionately to what they can afford to spend. All agree that this can be done better in the suburbs than it can in the heart of the city, provided the land for the building of cottage houses can be secured at a reasonable rate, and

One way in which the German cities in particular control their distribution of population is by dividing the area of the town into districts or zones, in each of which buildings of a certain maximum height and a certain maximum of the lot are allowed. As could be seen in the numerous maps in the exhibition in some cities these districts are large unbroken areas, while in Munich different sections of the same street and opposite sides of the same street may be built upon differently. In every case the city authorities in determining these zones have tried to make allowances for the tendencies of the future growth of the city. The zoning is made elastic enough so as to allow for the



BERLIN—850,000 A DAY

LONDON—3,050,000 A DAY

Daily city and suburban rapid transit travel. The number of persons travelling daily in both directions is shown by the relative widths of the radial lines.

provided that adequate transit to these points can be provided. And so the question of transit came to occupy a very important place in this exhibition.

Just what this means in different cities was shown very graphically by two plans side by side, one of Berlin and the other of London. In the Berlin map the traffic was very intense throughout the center of the city, dying off as it approached the borders. In London it was as intense in the center of the city but died off most gradually in all directions into all the surrounding regions. It showed at a glance how the people of London dwell outside of the city and how in Berlin they must dwell inside.*

changing of the character of a given district due to causes now unforeseen. The curious part of this zone system is that the property owners do not seem to object to it, and the German cities seem to have comparatively little trouble from complaints of discrimination against individuals. In other words it is simply a matter of getting used to it.

In studying the new plans there for the development of German cities the one thing that struck us most was the recent German fashion of laying out streets and open spaces. Within a comparatively few years an entirely modern school of city planning has grown up in Germany. Heretofore new developments of streets and open spaces had been based on the principles of the Baron Hausmann plans for Paris, that is,

*For the cause of this see p. 83 of the August issue.—EDITOR.

with radiating avenues and connecting ring boulevards intersecting one another in monumental squares, triangles or circles with the intervening streets laid out on a gridiron plan. Within the last ten years this has been entirely done away with in Germany, and the new city planning goes for its inspiration to the old parts of the old cities of Germany, and tries to reproduce as far as it can, in conformity with modern demands, all their picturesqueness and charm. This means that the new streets vary largely in width and are constantly changing their direction. Little jogs and angles occur in the streets wherever desirable to break the monotony of a long line. The houses are not all on the

tion and taste, compare most favorably with the charming old parts of the cities; nor do you feel, as far as these towns are concerned, that there is anything in this modern city planning incompatible with modern life. It probably would be incongruous to transplant it in America, but even that may be left to a matter of individual taste. This system of planning has one great advantage as far as the older German cities are concerned, in that it lends itself to taking full advantage of the irregular lot lines between the existing pieces of property, and it has another advantage in that it lends itself to conforming with the existing topography of the country.

With these picturesque layouts of streets and their intersections considerable thought has been given to providing spaces for parks



BUILDING ZONES IN FRANKFORT

In the darkest areas a height of 5 or 6 stories is permitted, in the lighter zones 4, 3 and 2 stories respectively.

same building line but set back from the street line at varying distances as the architect deems desirable to procure a picturesque effect; nor do the trees continue in a regular line down the street, but occur only where the houses set back most from the street line or in quaint little squares and open spaces occurring at intervals along the streets or at their junctions. And, too, these little squares at the junctions are most irregular in location, for the streets themselves rarely intersect at right angles or come into another street directly opposite one another. Of course this applies to the intervening streets rather than to the main traffic lines, but even the latter preserve a great deal of the picturesque quality that we have just described. It cannot be denied that the results obtained, when designed by an architect with good imagina-



A NEW SECTION OF COLOGNE, SHOWING THE IRREGULAR STREET PLAN WHICH IS A FEATURE OF PRESENT GERMAN PRACTICE

and playgrounds, for the German cities realize that they must have these or suffer seriously for the want of them. For their inspiration for parks they come to England and for playgrounds they come to America; in fact this latter became a great feature of the exhibition and the one feature which seemed to have the most interest for the German visitors. They had secured a quite representative collection of plans and photographs and models of the best recent American playgrounds, particularly those in Chicago. Most of the ideas contained in these were new to the Germans, which was not surprising since the whole idea of organized play under guidance is something entirely foreign to German custom and temperament. They realize, however, that something of this sort will be of material benefit to the life in the more

crowded parts of the cities, as much so in Germany as in America; and so they are already adopting these ideas and incorporating them, with modifications, in their own plans.

Though playgrounds were very interesting to the Germans, the one thing that most attracted people of all countries were the plans, photographs and models of garden cities, for one and all, the nations of Europe have accepted the English garden city idea as probably the best solution of their housing difficulties. So it was interesting to compare the new English garden cities with recent German adaptations. The German cities were planned on the modern city lines above mentioned, while the English garden cities have developed along the line of city plans best exemplified by the plans of the Hampstead Garden Suburb. In this latter, as in all the English garden cities, an especial feature is made of open spaces in the interior of blocks and also of streets with only one end running back into the interior of these blocks like the older cathedral close, of which probably the best example is the one at Exeter. In practice this idea works out most charmingly and when handled by an artist gives most homelike and attractive streets. That the garden city has come to stay is proved by the rapid growth of the idea in England. The general society in England which has been instrumental in organizing these garden cities throughout England has already nearly five million dollars invested in some eighteen different developments, and within a year or two expects to have twice this amount. The societies now in existence are in a splendid financial condition, they are paying comparatively well, and in every way augur a prosperous future. The co-partnership idea in connection with most of them gives them an added charm in the eyes of most prospective tenants in that it

allows each householder to become a house-owner, and at the same time relieves him of the bugbear of being tied down to a given piece of property. There seems to be nothing in the idea that is not applicable to America.

There are many more things in the exhibition worth studying, in fact months could not exhaust its possibilities, but with its close in Berlin the opportunity of seeing it is not lost, for the plans for greater Berlin remain on exhibition in the City Hall in Berlin and most of the rest of the exhibition is going to Dusseldorf in August, then probably to London, then to Antwerp, then to Frankfort, and probably after that to other European cities. Further, a special book is being published which will contain a great deal of printed matter of interest and some five hundred illustrations, all from the exhibition.

The main impression of the exhibition and the one which has lasted is that of the comparative inadequacy of our American city planning. The exhibition was full of suggestions of many ways of doing it, and for that reason it should have been largely attended by those interested in the future development of our cities. If we are going to make progress we must have these recent European ideas brought very generally to our attention, for without any question we have much to learn from them which will be to our great and lasting good. In the great exhibition in Boston in 1915 we shall have a chance to study these things which make for the better social, economic, and civic life of cities in a way that no one has ever had a chance to do before, but in the meantime we should find some good excuse for having an exhibition like this one in Berlin in some place in America where it may be reached by the largest number of people interested in city planning.



The Conning-Tower

Arthur H. Grant, Editor

Our First Anniversary

With this issue THE AMERICAN CITY rounds out its first year of existence. How well it is fulfilling its mission our readers can best decide. A few of them tell on another page what it has meant to them and how it has helped them in their work. Such words are encouraging; if people knew how encouraging they are, and how much such encouragement is sometimes needed, more would, perhaps, tell us of inspiration and information gained from the magazine. Others have helped us in various ways, some by sending us articles and local facts, some by interesting *their* friends and securing their subscriptions. On another page we invite all our subscribers to help us in the way last named. A magazine with a purpose is necessarily largely dependent upon the hearty, enthusiastic coöperation of its readers. If you believe in civic betterment you must believe in THE AMERICAN CITY. If you believe in it you want to see its influence rapidly extended, for each new reader becomes a bit of leaven of the new civic spirit, and brings nearer the day when our vision of the practically ideal city shall be realized.

Spreading the Contagion

Perhaps a better figure is that used by one of our exchanges when it speaks of a *contagion* of civic spirit. There are parts of the article on Wilkes-Barre that read like the record of an epidemic. The first serious case of "donation" occurred on April 27; a few days later another citizen became infected; on July 15 and 18 there were two more cases, one of them directly traceable to the first case, as was also a later case in the same year. In the following April the largest donor had a relapse, and then the epidemic spread to coal companies and manufacturers, and no one would dare to predict the end. Fine, isn't it? But how did the first victim of civic "donation" become infected? Prob-

ably by seeing or reading of a playground in some other city. And many a man will become infected by spending a few days in Wilkes-Barre or reading about what its citizens have done. THE AMERICAN CITY is proud to be a spreader of this sort of contagion, and we shall be disappointed if a million dollars worth of land for playgrounds and parks is not presented to other cities as a result of reading of the civic generosity of these citizens of Wilkes-Barre.



"Such as I Have Give I Thee"

"But I haven't any land or money to pay for playground shelters that I can afford to give to my city," says more than one of our readers. True, but that doesn't make you immune. You have something of greater value than land or gold to dispose of—yourself. The greatest need of our cities is men and women fired with civic patriotism, who will not rest or pause until physical and moral cleanliness supplant filth and graft, and all the changes are made which our cities require before they are fit to be the homes of a civilized people. Men and women, girls and boys, all have opportunity for such service, which not infrequently demands courage and self-sacrifice. You, who read this, are you giving aught to your city?



One Man's Work

Why, there is a blind man in New York who is devoting his life to arousing in the boys and girls of that city civic pride and civic patriotism. He has revived the Juvenile Leagues originally organized by the late Street Commissioner Waring. To accomplish this, he has had to overcome obstacles that would have overwhelmed in despair and defeat a weaker man or one who had less faith in his mission. This man is Reuben S. Simons, and in our October issue he will tell—he has never told it before in print—the marvelous story

of how he and his assistants are helping the children of New York to become citizens who are shaming not only their ignorant fathers and mothers, who have come from all the countries of the world, but also the native American men and women whose education stopped short of civic patriotism.



Cities That Have Done Things

Not long ago one of our subscribers wrote in regard to one of our leading articles that the improvements in the city in question seemed to be all "on paper." He asked why we didn't give an account of the civic development of Wilkes-Barre, Pa., where many ideals had already been realized. Although his criticism of the other city was not quite fair, the subscriber's suggestion was an excellent one and was promptly acted upon, the results appearing in this issue. There is, and very properly, a great demand on the part of our readers to hear about cities that have done things, and how those things have been done. But there are not far from a thousand cities in the United States and Canada with a population exceeding 5,000, and it is manifestly impossible for an editor to know by intuition which of these cities are still sound asleep, which have opened their eyes to the new light, and which have already put into practice some at least of the improvements which the dawn of civic consciousness has shown to be desirable and necessary. Therefore it behooveth the citizens of cities that have done things to inform us of them, so that they may be written down in these pages to the honor and glory of the cities that have done them, and for the inspiration and guidance of other cities that have not yet progressed so far in those directions.



Honor Where Honor Is Due

A case in point is Williamsport, Pa., whose Board of Trade originated the guaranty fund, credit for which was erroneously

given in our July issue to the Easton Board of Trade. Neither the author of the article nor the editor knew of the prior claim of Williamsport. The fact is that Easton very wisely adopted a plan that had already been in successful operation in Williamsport for eight years; for in 1901 the members of the Board of Trade of the latter city subscribed a guaranty fund of \$215,000 to extend over a period of five years. At the expiration of that time the plan had been found to work so well that the arrangement was renewed for another five-year period, the amount, however, being increased to \$461,000. Williamsport has also done other things, but "that is another story," which is promised for an issue in the near future.



The Cities' Roll of Honor

Since the list of cities which have sent the largest number of subscriptions for THE AMERICAN CITY was last printed (in the June issue) there have not been many changes. Providence, which then stood eleventh, now occupies ninth place. Tiffin, Ohio, appears for the first time; and Springfield, Mass., and Altus, Okla., drop out. We are sorry to see these two lose their places, for Altus was the smallest city ever on the roll of honor, and Springfield had had a place thereon from the very start. The order is now as follows: New York, Rochester, St. Louis, Philadelphia, Los Angeles, Boston, Chicago, Pittsburgh, Providence, Denver, Norwich (Conn.), Tiffin, Memphis and Washington, Minneapolis, Grand Rapids. The last ten are very close together. If your city is in this list see if you cannot boost it up a place or two before the next issue; if it isn't, a little effort on your part may give it that honor.



A Request

We are still greatly in need of copies of the February issue, and shall esteem it a great favor if subscribers who have copies which they can spare will send them to us. See our advertisement on another page.



Covered Ways for a Business District*

By Sylvester Baxter

Secretary Metropolitan Improvement League, Boston

In the well-planned city of the future, methods of circulation, of movement on foot and by vehicle, will have gained so much in the way of convenience and comfort that the manner of getting about at present accepted as a matter of course will be regarded as intolerable. If a great city could at the start be planned completely with reference to the most desirable conditions, many advanced features might be incorporated in the scheme. But great cities never grow in that way, and it is doubtful if they ever will, except in some very remote future. It will cost too much to provide such facilities in the beginning.

Great cities, as a rule, develop from small ones. But growth may in a measure be foreseen and anticipated. The problem of intelligent growth is commonly one of re-planning for the older sections and of planning anew for expansion. The skillful planner will therefore shape his work in ways that will enable a facile and economical adaptation of a given district or section to the new uses. A case in point is the establishment of building lines. To make the streets of a small city so wide as to provide for the traffic that will come with its growth to great city proportions would involve extravagant expenditures in cost and maintenance of paving. But the establishment of building-lines that give abutters the use of the ground between house-fronts and the street line until the time comes when a wide street is demanded by the increased traffic would enable street widenings to take place without expense. In various other ways the growth of a city can be economically planned for.

One of these ways, and one that appears to have received little or no attention as yet, would enable a given district to be readily shaped for comfortable movement on foot throughout a crowded business section. The want of such facilities entails upon merchants great losses when the weather is inclement. Only such custom-

ers as are prompted by immediate necessity then venture to brave the discomforts of rain, or snow, or blustering weather. But when persons can step into a street car at their door and be transported to the shopping district, there to wander from one end of it to another, dry shod and under cover, the encouragement to disregard bad weather is great. Hints for such forms of development are to be obtained from existing conditions in various parts of the world. In old cities a very narrow street is usually a more popular shopping thoroughfare than a wide one. Cases in point are such streets as the Obispo in Havana, the Ouvidor in Rio de Janeiro, the Florida in Buenos Ayres, and Winter Street in Boston.

In streets like the Ouvidor and Florida, vehicular traffic is excluded through the day, and the flagged or asphalted pavements are given over entirely to pedestrians that throng them. In the Obispo and the Ouvidor the streets are in hot weather covered in with awnings from roof to roof. These not only afford grateful shade; in a measure they give shelter from rain. A higher development in the same direction are the monumental passages, common in many European cities, as in Milan, Turin, Paris, Berlin and Leipsic. The celebrated Arcade in Providence, R. I., has been a feature of that city for more than fifty years.

Some of the great office buildings in New York and Boston have modifications of this arcade idea, with a corresponding bazaar-like development, as in the Hudson Terminal Buildings in New York and the Old South Building in Boston.

Other elements for a comprehensive development of the sort are suggested by the entrances to great shopping establishments from the subways in New York and Philadelphia, and in one instance from the Washington Street tunnel of the Boston transit system. Still others are the passages beneath streets by means of subways between sections of a great mercantile es-

* An address delivered at the Second National Conference on City Planning and Congestion of Population.

establishment, or for entering a place of amusement. Typical instances are the subway connections under the street between the great Wanamaker stores in New York, under Avon Street for the Jordan Marsh Company in Boston; also in Boston the entrances to theatres on Washington Street from Tremont Street by way of subways under the intervening and parallel thoroughfare of Mason Street. Yet another instance in Boston is the subway passage between the subway and the tunnel at the Haymarket, Friend and Union Stations.

These elements suggest how such features might be employed in a comprehensive scheme for basement connections between all the establishments in a shopping district. It should not be difficult to plan an effective coöperation between the municipality and the merchants by utilizing the space beneath the sidewalks, belonging to the city, for continuous passageways along the basement fronts and connected across the streets at all the intersections and perhaps at other convenient intervals. Such a sub-sidewalk would be of great value for merchants and the public alike.

A larger scheme, however, would involve the reshaping of a whole district for a well-planned system of covered ways. A specific instance that invites such a scheme is that of the Park Square district in Boston. This district comprises the vacant territory in the heart of the city, formerly occupied by the Park Square Terminal of the N. Y., N. H. & H. Railroad. Large plans are now taking shape for adapting this territory to the business uses invited by the valuable business sections adjacent. Close by is Boylston Street, with one of the highest-class retail sections in the city. In the rear of Boylston Street, between Berkeley Street and Park Square, runs Providence Street, narrow and alley-like. In continuation of Providence Street westward a narrow alley runs between Berkeley and Clarendon Streets. A feature of it is the proposed replanning to widen St. James Avenue, parallel with Boylston Street between Copley Square and Berkeley Street, and thence continue it to Park Square through the territory formerly devoted to the terminal. It would practically extend Huntington Avenue to Park Square. It would give a new route for the dense surface-car traffic and would correspondingly relieve

the streetcar congestion on Boylston Street, long intolerable. Huntington Avenue, thus extended by way of St. James Avenue, would naturally develop into a great business street. So between the two main thoroughfares, Boylston Street and Huntington Avenue (or St. James Avenue) we would have a narrow alley-like way running between Clarendon Street and Park Square. This narrow way might easily be roofed with glass and developed in attractive architectural fashion. It would be interrupted only by two transverse thoroughfares—Berkeley and Church Streets. These could be crossed by subways with inclined approaches.

A natural objection would be the circumstance that Providence Street and the continuing alley are now service ways for the mercantile buildings on Boylston Street. This use, however, could be retained by maintaining the thoroughfares as a subway at the basement level, flooring it over with a suitable pavement for pedestrians. It would thus relieve the two great thoroughfares on either side with accommodations for service traffic, such as might be performed by motor-trucks for delivery and collection of merchandise and supplies. The retail establishments on both these great streets would then have two exceptionally favorable shopping-fronts, one having reference to streetcar traffic and the patronage thus brought; the other would be thronged by pedestrians moving from shop to shop under the most inviting conditions.

This covered way with its length of something like 2,000 feet, would make a highly attractive feature for the two large hotels on Boylston Street that would connect with it. The reduced cost of heating in consequence of the sheltered way along one frontage of the abutting buildings should be a considerable item of economy for the property owners.

A feature of the city plan that, unlike that of New York, is almost universal in Boston, lends itself to the economical realization of the form of improvement here suggested. Parallel with nearly every street there runs a service-alley, connecting with the back yards of the houses. This prevents the obstruction and disfigurement of the street sidewalk with ashbarrels, garbage-receptacles and the like. When a residential section is changed over to mercan-

tile uses the value of this feature is correspondingly enhanced. A large portion of the high-class residential district is now rapidly changing to mercantile uses. It would be a comparatively easy matter to convert these alleys into covered ways in the manner here suggested. A comprehensive plan for a systematic carrying out of the idea might be agreed upon between the city government and the property owners, to be gradually realized, block by block, as the change from a residential to a mercantile character took place. These alleys were originally private ways, as a rule, but with few exceptions they were taken over by the city for hygienic and policing reasons some years ago.

It is conceivable that in the ways here suggested the entire mercantile portions of a great city might be honeycombed with foot-passages so that persons might traverse it from one end to another in all parts without the necessity of once exposing themselves to rain or snow. The desirability of a scheme of this sort is not readily convincingly evident, even for the mercantile community. Suggestions for such new departures commonly meet with all sorts of objections on the score of impracticability. But could one good object lesson be presented it seems likely that the benefits would become so apparent as to lead to the general adoption of the idea as a feature of the better city of the twentieth century.

How a Board of Trade Maintains Civic Enthusiasm

Those who read in our February issue of the way in which the Board of Trade of Grand Rapids, Mich., had blocked out the civic improvement of that city may have wondered how soon the enthusiasm would cool down and leave nothing but the lifeless shell of an organization on paper. The following letter, recently received from the Secretary of the Board, would seem to indicate that a policy of continuous education and inspiration had been adopted, which would tend not only to maintain but to broaden and deepen the civic interest of the members:

"It is recalled with gratification the publicity which you have given articles prepared by representatives of this organization, and you will, I am sure, pardon me if I am presuming too much in sending you herewith copy of the personnel of a Speakers Bureau arranged by a special committee of the Grand Rapids Board of Trade and confirmed by our Board of Directors.

"We think that we are to be congratulated on having secured the coöperation of so many excellent speakers. Each one of the men mentioned (and some of them have nation-wide reputations) is an authority on the subject assigned him.

"Grand Rapids is credited with being a very well organized town, and our directors considered that they could not give better evidence of the enterprise and generosity of

this city than by offering through our Speakers Bureau the opportunity for organizations in other cities to acquire ideas bound to be helpful to them.

"You may be of the opinion that the publication of this list in your magazine will set a pace for some of our sister organizations in the East which they will wish to follow; their enterprise in doing so would be most commendable."

Speakers' Bureau

Heber A. Knott (President Grand Rapids Board of Trade—"Board of Trade.")

W. Millard Palmer (Chairman Committee of One Hundred)—"The Committee of One Hundred."

Clarence A. Cotton (Secretary Grand Rapids Board of Trade and Secretary-Treasurer National Association of Commercial Executives)—"Commercial Organization."

Samuel A. Freshney (Secretary-Manager Board of Public Works)—"Municipal House-keeping."

Carroll F. Sweet (Member Transportation Committee)—"Transportation."

Dr. Ralph C. Apter (Member Social Welfare Committee)—"The Housing Problem and Public Health."

Charles M. Wilson (Member Social Welfare Committee)—"Fire Insurance."

John B. Martin (Chairman Municipal Affairs Committee)—"Social Service or the Story of the Municipal Affairs Committee."

Francis D. Campau (Industrial Agent and Attorney Employers Association)—"Employer and Employee."

William H. Loomis (Former Grand Chancellor Knights of Pythias and Member Committee of One Hundred)—"The Fraternity Spirit."

Mark Norris (Member Better Governed City Committee and Member of School Board)—"The Work of the Public Schools."

Edwin F. Sweet (Former Mayor and Chairman Public Improvements Committee)—"Non-partisanship in Municipal Affairs."

Andrew Fye (Former State Senator)—"Some State Needs."

Albert B. Merritt (Chairman Wholesale Dealers Committee. Member Executive Committee Advertisers Club)—"Advertising."

Charles B. Hamilton (Member Local Trade Reciprocity Committee)—"The Art of Salesmanship."

Walter K. Plumb (Member Executive Committee)—"Business Systems."

Hon. Harry D. Jewell (Judge Juvenile Court and Member Social Welfare Committee)—"The Child and the State."

Hon. Willis B. Perkins (Judge Circuit Court and Member Social Welfare Committee)—"The Parole System and the Indeterminate Sentence."

Samuel H. Ranck (Librarian Member Public Improvements Committee)—"Libraries and the Public."

George A. Clapperton (Chairman Committee on Legislation)—"Our State Institutions."

Charles W. Garfield (President Michigan Forestry Association and Vice Chairman

Municipal Affairs Committee)—"Forestation."

Rev. George H. Birney—"The Citizens Opportunity."

Arthur H. Vandenberg (Editor Grand Rapids Herald)—"Civic Patriotism."

Roger I. Wykes (Member Committee on Legislation)—"Railroad Legislation."

Robert D. Graham (Chairman Horticultural Committee)—"Fruit Culture in Western Michigan."

Rt. Rev. John N. McCormick (Episcopal Bishop of Western Michigan)—"Leadership."

Lee M. Hutchins (Member Wholesale Dealers Committee) — "Commerce and Credit."

Ernest A. Stowe (Chairman Executive Committee, and Editor *Michigan Tradesman*)—"The Needs and Possibilities of Western Michigan."

George G. Whitworth (Member Executive Committee)—"Manufacturing Interests."

Edmund W. Booth (Editor *Evening Press*)—"Good Citizenship."

Rt. Rev. Monseigneur Joseph Schrembs (Vicar General for the Diocese of Grand Rapids and Domestic Prelate to His Holiness The Pope)—"Man and Ideals."

John Ihlder (Secretary Municipal Affairs Committee)—"Civic Advancement and City Planning."

Clay H. Hollister (Vice President Old National Bank)—"Banking."

Dr. Collins H. Johnston (Healthier City Committee)—"The Milk Problem."

Rev. Alfred W. Wishart (Chairman Social Welfare Committee)—"The Religion of Democracy."



City Tree Planting^{*}

By T. Glenn Phillips

Landscape Architect

Ancient and universal, as is the practice of tree planting, the effective use and selection of trees for street use is a matter very little understood. Even with the increase of pretention and achievement in the city-building of modern times, the arrangement and selection of the trees planted along our thoroughfares has not received study and attention commensurate with its importance. This is more true in America than in Europe, where the French and German city-builders are ahead of us in this respect, just as they are in the architectural and the engineering design of city ways and formal open places. This is due to the fact that nine-tenths of our city street design and construction here in America is in the hands of untrained men. Our planting is almost always the work of nurserymen or gardeners, while the majority of our road engineers have been trained as civil engineers only.

The only original type of street planting which we seemed to have worked out with any degree of success in America is the planting of native elms along our village streets. This was more the result of chance than of design. Being familiar with the elm as a street tree in the older country, our forefathers in New England planted these trees along their wide streets and village greens. The American elm, which is a larger and more beautifully picturesque tree than its English brother, was used, and these streets, in the course of a century or so, presented a truly magnificent sight. The result has been that ever since we have sought to reproduce these elm-lined New England streets, and even as our towns have grown to cities, we have followed this custom blindly, never pausing to think that conditions became rapidly and radically different. Today, although we have many beautiful elm-shaded streets, we have many more whereon the tree planting consists of but broken lines of dead or

dying elms, since the elm does not take kindly to city conditions of pavement, smoke, gas, etc.

Besides the elm, other kinds of trees, likewise successful on village or country roads, have been experimented with in a more or less haphazard way without any great success. However, on our boulevards and parkways, the trees generally have done well; and yet, with this very evident lesson, that different situations demand different types of tree planting, it is only our professional city-builders, and landscape architects, who have given the subject serious consideration.

Types of Street Planting

There are three general types of tree planting which may be applied to streets:

(1) The overarching type where trees, such as the American elm, are used to form a canopy over a street.

(2) The avenue type, where straight or formal trees are used, producing vistas.

(3) The decorative type, where small trees are used, forming decorative lines along the facades of the buildings.

The different kinds of streets to which these various forms of planting may be applied, we will classify roughly into five general classes:

(1) Business streets.

(2) Streets in business districts, but of a special esthetic value in the city plan, generally formal avenues.

(3) Residential streets.

(4) Parkways and boulevards.

(5) Outlying roads of approach. Suburban or country roads.

In each of these classes, the tree planting should be influenced by the nature of the streets, the effect desired and the possibilities of trees under the existing conditions.

Business Streets

In streets of this class space is limited and traffic large, and as a result the whole surface of the street is paved. The build-

^{*}Report No. 1 of the Detroit City Plan and Improvement Commission.

ings are high and continuous. Adverse conditions in the shape of dust, smoke, gas and wires abound over head, while sewers, foundations, gas mains and subways encroach upon the natural soil conditions under ground. Hence, trees, which must have a large space for root-spread, and receive water over this large area, obviously cannot survive and should not be used.

Elms, oaks and maples are trees of this class. Their size is against their use, as between high buildings they form an umbrella-like shade which shuts out light and air, making the streets dark and unsanitary. Also such trees have a very high rate of mortality which does not come, unfortu-

should be small, carry its head low, sufficient to give shade on the sidewalk beneath, without spreading across the street and shutting out the air and light. It should also be a tree which can be moved easily at maturity, so that dead or unhealthy trees may be readily replaced, thus causing no break in the uniformity of the tree lines.

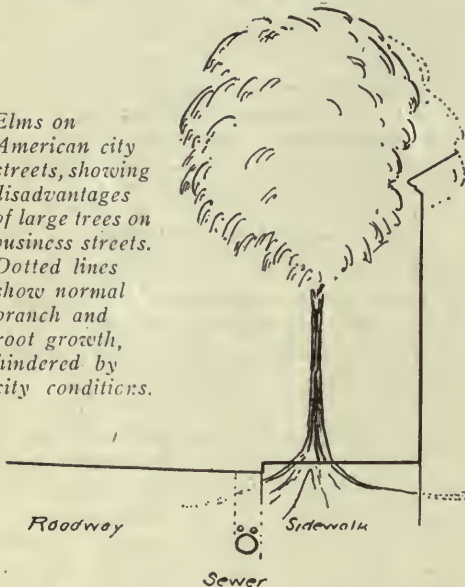
A tree which fulfills all these requirements is found in the horse chestnut, used so much in Europe. These trees, besides meeting the above conditions, are very formal and blend well with the architectural lines, and by concealing the lower stories, which, on account of business conditions, must necessarily be diverse, they also increase the architectural effect. The American hornbeam is equally as good, although a slower-growing tree.

In recommending the horse chestnut for such use, it should be borne in mind that the tree is not recommended for *residence streets*, where it is so much used in this city. On resident streets it is not at all a suitable tree. Its dense shade prevents the growth of grass on the parking beneath, while its crops of nuts and burrs form unsightly litter, besides attracting boys who throw sticks and stones into its foliage or break its branches in pursuit of the nuts. On business thoroughfares, growing beneath gratings in the pavement, its shade is, of course, no drawback. Also adequate police supervision in such districts prevents injury by boys, and the constant care by street cleaners easily keeps the nuts and burrs from becoming a nuisance.

The accompanying diagrams illustrate the advantage of this European method of small tree planting over ours for business streets.

Another type of tree planting which may be considered under class one is that of formal open spaces in business sections such as the civic centers around which public buildings are grouped. The conditions here are similar to those of business streets, and the low and formal type of tree planting, to blend well with the architectural composition, is obviously the ideal. Among existing examples of the treatment of such open places, in a more or less formal manner, are the Trocadero and Place de la Concord, in Paris, and the Opern Platz before the Royal Library in Berlin. We have an unusually good opportunity for some such treatment in our own Campus

Elms on American city streets, showing disadvantages of large trees on business streets. Dotted lines show normal branch and root growth, hindered by city conditions.



nately, until the trees are nearly mature, so that we get serious breaks in the tree lines, and if younger trees are started to replace the losses, they never quite catch up, so that the uniformity of the planting is lost. Streets being as they are, formal creations of man, it is evident that their ideal expression is formality, and to harmonize with this formality, tree planting, unless presenting great uniformity, mars rather than enhances a street's beauty.

Considering all these things, it would seem that for such streets the obvious ideal is a tree which will stand the adverse conditions and meet the requirements of good design. Such a tree should stand growing in small root compass in a sort of a flower-pot of soil, beneath an iron grating. It

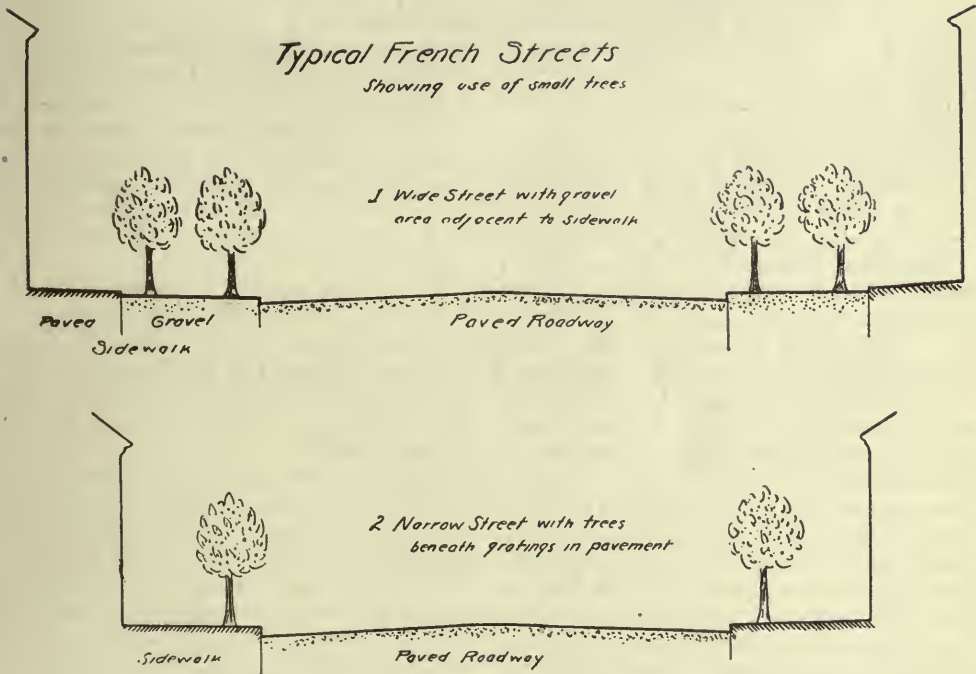
Martius. Here suitably designed tree planting would give an ordered unity to the present cut-up area and increase greatly its existing beauty, besides furnishing a welcome shade in hot weather.

Formal Avenues

In streets of this class, the architectural design is of great importance, and so a break in the tree lines affecting the composition is even more serious than in the purely business streets. Such streets being very broad, usually permit of good-sized parking areas, so that there is more range

trees made possible by varying climatic conditions, and which give a unique and peculiar character to the street. There are numerous examples of such avenues, both here and abroad, which people will travel far to see, and once seeing, will remember long after the rest of the city is forgotten. Two American examples, notable because of their unique characters, are the Avenue of Magnolias in Riverside, Cal., and the Avenue of Ginkgo trees on the Mall in Washington.

In considering streets of both of the foregoing classes nothing has been said



in the trees which may be selected. For the best results medium-sized trees of hardy and more or less formal character are found in the Norway and hard maple, Oriental plane, English elm, linden, etc. Here, as in the case of the smaller trees, the city should maintain nurseries, from which full-grown specimens may be had at any time to replace breaks in the planting. For such streets, wide-spreading trees of more or less picturesque growth, like the elm or oak, should not be used, since they do not blend well with the formal expression, and conceal too much of the architecture.

Special kinds of trees are occasionally employed for the treatment of such avenues;

concerning the placing or arrangement of the trees. The design of the tree arrangement depends upon the width and nature of the street. Many narrow streets are much better off without trees at all, and sometimes streets too narrow for a double line of trees may be effectively planted with a single line in the center. When the streets or avenues are of great width, several rows of trees may be used with good effect. There are numerous methods of such arrangement, as illustrated in examples like the Champs Élysée in Paris, the Ring Strasse and the Operng in Vienna, Unter den Linden in Berlin, Commonwealth Avenue in Boston, and nu-

merous other examples, both in America and Europe.

Residential Streets

On streets of the third class we have greatly changed conditions and much more freedom in the use of our trees. Uniformity is not so essential. That is, while the tree lines must be continuous and symmetrical with respect to the street itself, the kind and size of tree to be used permit variation. Especially should the planting of nearby streets differ from each other, nothing being so monotonous, especially in flat cities like Detroit, as street after street with long stretching lines of absolutely similar trees. This is especially noticeable when trees with little or no character and dignity, such as Carolina poplar, soft maple, catalpa, etc., are used.

Detroit, in common with many cities of the west and the middle west, suffers from a severe attack of Carolina poplaritis. The cheapness and quick-growing qualities of this tree have brought it into undeserved favor, just as similar conditions have brought the soft maple and the cottonwood into favor in the irrigated cities. There are people who consider the Carolina poplar a first-class street tree, but aside from the monotonous and rather gloomy expression, its short-lived qualities and dense, damp shade are against it. Fortunately, it is its own antidote, and fifteen years or so removes it. For quick results this tree has its use, and may often be planted for immediate effect, while slower-growing trees are maturing. When planted alone its cheapness is a false consideration, for having to be replaced in a short period of years, the final cost is greater than that of more enduring trees.

On resident streets the elm really comes to its own and is an ideal tree for such use. Here the streets are sufficiently wide, or should be, and the buildings sufficiently low, so that the shade of the trees being carried above allows the free circulation of air and light beneath the foliage. Other trees advisable for such streets are the Norway and hard maples, Oriental plane, red, black and pin oaks, thornless locust, English elm, linden and like trees.

Parkways and Boulevards

Just as the chief element in class one is utilitarian, so here the main considera-

tion is aesthetic. The conditions of growth being of the best, any tree which is desired may be grown successfully. From the point of design, these boulevards or parkways are either formal or informal and the tree planting evidently must correspond. For the formal types, the trees, besides being regular in arrangement, should be more or less formal in character, while for the naturalistic roadways, an informal grouping is logical. In the latter case, the trees may be used either singly or in clumps, and in such planting, the failure of one or more trees in no way injures the design, nor does the presence of small trees or younger trees growing to replace older ones, detract. Such informality rather increases this picturesque type of beauty.

It has been advocated by some experts that this informal planting should be applied to formal streets and avenues, but such treatment is absolutely contrary to the expression of a formal street or avenue, and cannot be seriously considered in connection with good design.

Among the suitable trees for boulevard use in this climate are: the American or English elm, the American and European beeches; Norway and hard maples, locust, tulip, red, black, scarlet, pin and white oaks, hawthornes, white, river and black birches, etc.

In addition to the regular park areas of a city, the reservations which are rapidly becoming a prominent part of our city park systems may be mentioned here. In such reservations, tree preservation or production is the chief or only activity and with the rapid passing of our forests, these reservations seem to be the only places easily accessible to the bulk of our citizens, where an example of our American forests, originally our heritage, may be preserved for our descendants.

There are often areas in the vicinity of a city not at present containing elements of woodland scenery, which might be secured and by scientific forestry made to produce forest conditions. Such areas may be found in river fronts, swamps, barrens and stretches of abandoned land where shrub growth has replaced forest. Besides the park value of such woodland scenery and the preservation of a small remnant of our forests for posterity, the utilitarian value of an annual tree crop, which scientific forestry could produce on such an

area, is a consideration which the rapid diminution of our forests makes worth while.

Outlying Roads of Approach

Under this class we may group all our outlying city ways, both suburban and country roads, on those which in the course of time will in all reasonable probability become residence portions, the planting should be such as for residential streets, so that well established plantations of trees suitable to city conditions may be at hand when the home builders arrive.

For those roads, however, which are, and obviously will remain country roads to the end of the chapter, the planting should be suggested by that natural type commonly found along country roadsides. This is a picturesque grouping of the trees with an undergrowth of shrubs and wild flowers. Roads treated in this manner may be made

a valuable adjunct to the park system of a city.

Where treeless roads are to be planted for the first time, immediate effects may be secured by using quick-growing trees as nurses, while slower-growing trees are maturing. Oaks are among the best for permanent trees on account of their hardihood, beauty and great age. Elms, maples, birches, beeches, pines and hemlocks may also be used. Elms need much greater attention than the others to hold their own against the attack of insects.

Planting along these roads might also be done with utilitarian ends in view, as mentioned above, in connection with reservations. Two or more rows containing trees of different ages, alternately planted, may be employed, the mature trees being removed for use, from time to time, and their places taken by the younger trees.

(To be continued.)

The Power of a United Civic Spirit

The Eleventh Annual Report of the Brooklyn League expresses a broad and definite civic work. It is attractively illustrated with portraits of men prominent in bringing the taxpayer and the city official in closer touch, and with views of city buildings, parks, aqueduct construction, the work of the fire department, fixtures for street lighting, and other matters of interest to all citizens of New York.

We believe this report will be found suggestive to other large cities. With its affiliated bodies the League stands for all that will make its city a better place to live in. Its purpose is non-political, non-partisan. It shows what can be accomplished by a united spirit among active civic workers, and its reports of officers and committees give definite recommendations to the

municipal government and sum up the reforms accomplished and the policies advocated, which bear upon every phase of the citizen's life.

In recommending a new type of high school, each with commercial, industrial and academic departments, instead of the present special schools in widely separated localities, the report maintains that such a school would become the educational center for its section of the city, to which a branch public library and other educational buildings might from time to time be added, and also makes the point that "this plan affords an opportunity for using a single gymnasium plant and athletic field, with the possibility of extending the privileges of this equipment in the evening to the people of the neighborhood."



Public Spirit vs. Selfishness*

By Joseph T. Alling

Of the Rochester Chamber of Commerce

It is passing strange how slow communities have been to comprehend some things which most of the individual members of these communities have long since accepted. We have understood the value of beauty in our homes, and have spent money freely to secure it, but we are only just waking up to the fact that civic beauty is a most valuable commercial asset of any community. No individual sets out to build a factory, a house, a garage or a cowshed without some kind of a plan, and yet we have jointly permitted our cities to grow up without any plan in a haphazard sort of a way like dandelions along the "calf paths" of earlier generations. No ocean liner stumbles accidentally into its port. That port has been beckoning to it across the ocean and through storm and darkness, even before it started on its voyage. No individual arrives in these days unless he has a pretty distinct idea beforehand of where he is going, and no community with all its clashing and conflicting interests can possibly arrive unless somewhere there is a goal beckoning to it from afar.

You gentlemen of the City Planning Conference are here setting up goals for American cities, and we are glad to see you, because we hope that from your presence among us we may catch a clearer sight of the goal toward which this community should move. You are trying to tell us what we should seek and what we should avoid, what we should do and what leave undone.

The serious question for us, however, is: how shall we reach the goal when once we catch sight of it? How may we secure that unifying something without which we shall fail to make reasonable progress in its direction? How comparatively few things there are that unite and unify the community, and how many things there are that divide and separate it; and yet,

if a community is to progress, it must, like Kipling's ship, "find itself;" it must develop a spirit of self-recognition and desire for progress to which we commonly give the name of public spirit. It is not exactly easy to define public spirit unless we say that it is the opposite of private spirit. It is the opposite of that private spirit which prompts people to work for the interest of their ward and to forget the municipality. It is the opposite of that private spirit which leads a man to work on behalf of his own locality, on behalf of the north or the south or the east or the west side where his real estate interests may happen to lie, instead of displaying zeal and interest in the prosperity of the whole city. It is the opposite of that private spirit which leads a man to strive for the victory of his political party, and in the heat of contest to forget the honor and the progress of the community; it is the opposite of that private spirit that puts the wish of the party boss as more important than the welfare of the people; it is the opposite of that private spirit that makes life a gigantic game of grab, and that says, "The public be damned." In short, public spirit is broad-mindedness against narrow-mindedness; it is far-sightedness against short-sightedness; it is big-naturedness against little-naturedness; it regards the city as a community and not as a grab-bag, where great prizes are to be gained by the most strenuous and selfish grabber. Public spirit is the opposite and the eternal foe of selfishness. Some of the men who do the things that are prompted by private spirit would not relish, however, being called selfish men. They prefer pleasanter and more euphonious names. The man who thinks only of himself and his personal interests, and who drives his business with no regard for anyone else, does not like to be called selfish. He prefers to be known as a "successful, thriving business man." The man who thinks of his ward or locality

* An address delivered at the banquet of the Second National Conference on City Planning and Congestion of Population.

to the exclusion of the whole community does not relish being called a selfish man. He much prefers to be spoken of as "a man who is loyal to his property interests and true to his neighbors." It is much pleasanter to be known as "a loyal party man" or "consistent member of the regular organization," but in the last analysis the lack of vision and the lack of public spirit shown by all these men is plain, downright, naked selfishness, ugly in its appearance and destructive in its effects. This is the thing that smothers public spirit, that prevents community progress, and that makes municipal government in the United States our most conspicuous national failure. This is the form of demoniacal possession from which we must pray to be delivered.

But better times are coming, gentlemen, and the dawn is at hand. I have seen a list of 68 cities which either have adopted

a civic plan or are agitating the adoption of one, and it is you more than any others who are responsible for this. More power to you! You are sure to win. It is the old fight of the man who wants to push forward as against him who wants to pull back. It is the fight of the progressive against the conservative. It is the insurgent versus the stand-patter. It is the man with the vision versus the man with the pull, and, as sure as God is in His heaven, the man with the pull must go.

In the old Book we read of the prophet who had a vision of "a new heaven and a new earth." In these days too our old men are dreaming dreams and our young men are seeing visions, and though we may leave to the theologians the vision of the new heaven, let us in this community, here on the banks of the Genesee, set our faces like flint toward making real and tangible the vision of the new earth.

The Planning of Undeveloped City Areas*

By Nelson P. Lewis

Chief Engineer Board of Estimate and Apportionment, New York City

Diagonal Streets

A characteristic feature of most American cities is the lack of important diagonal streets leading to some definite point of interest. These diagonals need not be long, or if they are they need not be straight for their entire distance, but different sections of them should as a rule be free from deflections, and where deflections do occur in their alignment, there should be an apparent reason for each such change in direction, which should also occur wherever possible at a point where other streets intersect, so that there shall be a series of foci, or points of interest, throughout the city. This is the charm of Washington and Paris. One may follow any one of the numerous diagonal streets in either of these capitals and be quite sure of reaching some point of interest. A city plan which lacks these characteristics almost

necessarily lacks proper sites for public or other important buildings or monuments. While, as already stated, it is often impossible to correct mistakes of planning within practicable limits of expense, there are few cities where conditions cannot be greatly improved without an expenditure which will fail ultimately to justify itself.

Annexed Districts

In most American cities whose growth has been conspicuous it will be found that additions have from time to time been made by extension of the city limits or by consolidation with other cities. Frequently these additions have already been exploited by the suburban developer; streets have been laid out and certain improvements have been made. They are often so limited in area that it is difficult to do anything but extend the already established city plan over them or accept the street lines which may have been adopted by the village or town authorities or fixed by the real estate

* From a paper read at the Second Conference on City Planning and Congestion of Population.

developer. It occasionally happens, as in the case of New York, that an extension of the city limits will include large areas where there are a number of centers of population, and that these centers are disconnected and could be absorbed in a larger city plan without serious detriment to the latter. Areas of this kind contiguous to a large city are almost invariably traversed by highways which have been established for many years and which follow natural lines of traffic. These old roads are the logical routes for transportation lines such as electric railroads, and they could, and it would be safe to say they should, be made the controlling features of the city plan. They are generally of the ordinary country road width, that is, three or four rods, and occasionally only two rods. This width will be totally inadequate to the important part which they should play in the ultimate city plan, but they are usually allowed to remain until they have been so built up as to make a widening very expensive.

In making a plan for the annexed territory it will be found that in most cases the street system of the older city is extended over the new addition, or the crude street plans of the several villages and towns which have been absorbed by the greater city are prolonged until the different layouts meet in a confusion of unrelated street lines without system or symmetry. Then, in order to make the plans fit together, it is likely that a street will be laid out upon which they can abut, but which has no other reason for its existence. In other words, the plan of the annexed territory is the result of an attempt to enlarge and expand the old city plan or the plans of existing centers of population, with no effort to study the problem as a whole or to grasp the possibilities of the territory as an integral part of a city.

What, then, is the logical method of procedure? Do we first need an accurate topographical map of the entire area? This involves a large expenditure of time and money which, in the judgment of the writer, could be expended to better advantage. Let us assume that the unmapped areas are extensive, as in the case of those which were added to the City of New York at the time of consolidation. The first thing which it is necessary to do is to be able to determine the relative position of

the different parts of the new territory and the different existing highways with respect to the remaining portions. This can only be done by a triangulation, which will establish points whose precise relative positions will be known, these points being, say, not less than 2,000 feet or more than 5,000 feet apart. It will then be possible to proceed with our mapping and planning in widely separated sections of the new territory with a positive knowledge of the relation of the street lines which we will establish in one section to those which we are to lay down in another.

The Development of Existing Roads

The next thing which will demand our attention is the system of existing roads. There was, and is, a good reason for these roads. Their grades may be excessive in some places, but it is probable that their alignment has been sacrificed for easy grades at the time when they were laid out, when improved roads were almost unknown and heavily laden vehicles were obliged to avoid excessive grades. These roads should form the skeleton of our future street system. In many cases it will be necessary to straighten them, and in all cases to widen them, but wherever possible the new lines should be parallel with the old ones, so that the old roads may become a part of the new street with as little disturbance as possible and without sacrificing the trees. What width shall we give to these old roads which are to become the principal arteries of our city? In the writer's judgment they should in most cases be not less than one hundred feet in width, and in some instances even wider. It is unnecessary for us at this time to determine the subdivision of the streets which are to exceed one hundred feet in width, but if the old road was fortunate enough to have good shade trees, the original highway can probably be preserved for pleasure driving, while another section can be reserved for railroad tracks, and, perhaps, still another for automobiles, with adequate sidewalk spaces. Such arrangement for the separation of different kinds of traffic will require a total width of about 150 feet or even more.

These old roads which we are making the basis of our city plan may have been nearly parallel with each other or they may

have been approximately radial, while the cross connections may have been infrequent or unimproved, but these cross connections will be a necessary feature of the final city plan which we have in view. They must therefore be carefully considered. They should be straight between the parallel or radial highways wherever possible and should join them at points where there are deflections. At these intersections there can well be an enlargement of the street area, creating plazas or spaces which will be available for a fountain, a monument, or some other decorative feature.

As soon as this system can be determined, the property required for the new streets, which we might, perhaps, call boulevards, should be acquired. The cost of this acquisition could properly be assessed upon the entire territory which will be developed by it, as the benefit will not be merely local, but their establishment will be the first step toward the development of the entire suburban area. If the whole system of arterial streets could be acquired under a single condemnation proceeding, it would be most advantageous.

Uniformity Not Always Desirable

When these controlling streets shall have been definitely determined, we need not worry about the details of filling in the spaces between them. Our city plan is fairly safe. Whether it would be advantageous to have the intervening spaces treated in a uniform or conventional manner, is questionable. It is doubtful whether a regular plan is even desirable. Is Washington more beautiful than Paris simply because its great system of boulevards is superimposed upon a rectangular street system? To one who is studying the city merely as a plan, this might seem desirable, but the interest of the average citizen is not in the map; it is in the street system itself, and it might be preferable to allow these various subdivisions to develop along lines of least resistance, without exercising too much control over them. In fact, if the treatment of these different sections varies, a more pleasing result may be attained. Here, where the topography suggests it, a serpentine system of streets may be laid out; there, a generous depth of lots, with space for gardens and ornamental planting, may be provided; here, again, we

may find a group of narrower streets compactly built up with secluded courts and with small houses fronting upon a little plot of grass or shrubbery. Agreeable surprises may await us in strolling through these various sections, while a short walk in any direction will bring us to one of the system of thoroughfares where the traffic, the business and the amusements of the great city will be found. If one of these sections takes on a distinctive character, the neighboring districts will be stimulated to try and establish a character of their own.

If we attempt to establish a uniform cut and dried standard for all parts of a great city, it is more than likely that we will find that we have "leveled downward." In all large cities the individual is likely to be lost, the neighborhood feeling is unable to survive. It is frequently held that this neighborhood feeling is an evidence of provincialism, that it is inconsistent with the development of a great city and belongs only to the small town. This may be true if we leave the city as a whole to develop as an unrelated group of neighborhoods, for a comprehensive plan cannot be evolved by a town meeting, a civic association or a group of them. The creation of such a plan needs a strong hand and a central authority which will be in large degree regardless of unimportant local interests. But, the general scheme once established by a system of thoroughfares such as has been outlined, the writer believes that a great degree of latitude should be allowed the neighborhoods and the individual developers, so long as the street lines and grades they wish to establish are not inconsistent with public convenience, with an abundance of light and air, with a rational and economical drainage system, and with good sanitary conditions.

Planning for Parks and Playgrounds

No reference has yet been made to a system of parks and playgrounds, and the place which such a system should have in the city plan. This omission was intentional, as the writer does not believe that a park system should be a mere incident in the plan of a city. The policy of most of our cities, and with few exceptions this policy is especially notable in New York, has been to defer the selection of park sites

until the necessity for park areas has become apparent, or until the public demand for them has become so strong that it cannot be ignored. Meanwhile, the entire city plan is likely to have been covered by a system of streets, many of which must be obliterated when the parks are finally laid out. It is scarcely necessary to say that the adoption of a street plan has resulted in the conversion of acreage property into city lots with a great increase in value. This value may be to a large extent speculative rather than real, but it is a value which will be reflected in the amount which the City must pay in the acquisition of the property.

It must be admitted that parks are a necessary part of any city plan, and that, therefore, they should be given a conspicuous place in designing a city street system. The writer, however, is disposed to go somewhat further and to maintain that instead of adopting the park system to the street system, the former should to a considerable extent control the latter. In other words, one of the first subjects which should receive serious consideration in the preliminary study of a city plan is that of available park sites. If there is a particular bit of woodland, an elevation with a commanding outlook, or even a piece of low-lying land traversed by a stream, which have not yet been cut up into building lots, they can be most advantageously set aside at this time as future parks. These reservations should be scattered over the entire area so that there will ultimately be some open space within convenient walking distance of every resident of the city. These parks should be connected by adequate roadways, not necessarily straight or even of uniform width, but contracted where the topography would involve expensive construction and again expanded to include a small area which might ultimately become a most attractive feature of our park and parkway system. As we are dealing with a territory which is at the present time suburban, and where detached houses are likely to be always a characteristic feature, it will not be necessary to provide large park areas, and yet parks of considerable size may be exceedingly desirable as playgrounds and places of recreation for those living in the more congested areas in the older parts of the city, espe-

cially if they are so located as to be easily reached by existing or prospective transportation lines. It may be deemed unwise, or even foolish, to assume that parks will be ultimately needed in the particular localities which we have selected. The city may not grow in the direction and along the lines which we have assumed, but, while it must be admitted that the manner in which any city will develop and expand cannot be predicted with any degree of accuracy, it is not unlikely that this expansion will follow the lines of least resistance, and if encouragement is given by a judicious selection of park areas connected by adequate roadways, and if the controlling features of our street system are laid out along the lines already indicated, the future development is almost certain to follow these lines, and the result will be a city plan which will appear logical and reasonable, rather than a mere accident.

Minor Civic Centers

In a territory such as we have been considering it may be useless to speak of the grouping of public buildings, for the important municipal centers will have already been established and will not be moved. There are, however, minor public buildings, such as schools, libraries, public baths and comfort stations, police stations and fire houses, for which provision must be made, and it would be most desirable to set aside here and there what might be termed "municipal blocks," upon which buildings of this kind could be grouped in a very effective manner. Our park areas and our "municipal blocks" should be acquired at as early a date as possible. It is often very difficult to justify a public expenditure in advance of actual needs when so many demands are being made for urgent municipal improvements in the older portions of the city, but a little foresight in this respect would undoubtedly save many times the sums which will inevitably be required to correct mistakes owing to lack of foresight in making provision for what is sure to be required some day. The writer knows of no instance of the formulation and execution of a policy such as has been outlined, but it appears to be so reasonable and logical that it is a matter of surprise that the problem of making a city plan has never been undertaken in this manner.

New York Conference of Mayors

At the conference held at Schenectady and attended by more than 200 mayors and other officials of 42 New York municipalities, the following resolutions were unanimously adopted:

Administrative Recommendations

RESOLVED: That the Mayors and other official delegates of the 42 cities here represented urge upon all municipal authorities throughout the state the following administrative measures and pledge themselves to endeavor to secure their adoption in their respective localities:

1. To secure for municipal health authorities appropriations from the municipal resources more nearly comparable to the importance of the work imposed upon them by statute, by the development of sanitary science, and by the demands of public opinion.

2. To secure for the position of health officer such compensation and such tenure of office and such complete control of the departmental work, independent of his political views and affiliations, and independent of political changes in the administration of the municipality, as will attract the most competent physician, especially qualified by experience and study of sanitary science, and retain him in office during good behavior and efficient service.

3. To secure prompt and complete compliance with all the provisions of the Tuberculosis Law of 1908, including a complete register of causes of tuberculosis through the co-operation of the medical profession; the thorough disinfection, cleansing or renovation of premises left vacant by the death or removal of tuberculosis patients; and the efficient and sanitary oversight either by the attending physician or by the health officer of all households in which tuberculosis exists.

4. To establish in each municipality, preferably under the direct control of the health department, at least one free tuberculosis dispensary, with one or more visiting nurses and with supplies and facilities for the care, treatment and cure of tuberculosis patients.

5. To aid in securing hospital provision for persons having tuberculosis, preferably in accordance with the provisions of the laws of 1909 authorizing the establishment of county hospitals or, in the event that a county hospital cannot be secured, under direct municipal control to the end that the hope "No uncared for tuberculosis in 1915" may become a fact.

6. To provide such playgrounds and recreation facilities as will permit and encourage every child and adult to secure out of

door recreation and exercise suitable to his needs.

7. To protect the supplies of food offered for public sale from contamination, and to prevent the sale of adulterated, decayed or otherwise unfit articles of food.

8. To secure a healthful and adequate water supply.

Legislative Recommendations

RESOLVED, that this Conference recommend to the Legislature of 1911 the enactment of legislation on the following subjects:

1. Protecting health officers from removal except for cause.

2. A housing law for all cities which will define certain minimum standards of sanitation, reserving to each municipality the right to regulate details not inconsistent with essentials established by the State.

3. Requiring medical inspection of school children and defining the manner and definitely locating the responsibility for such medical inspection.

Miscellaneous Recommendations

RESOLVED, that the Conference of Mayors of the Cities in New York State, held at Schenectady, N. Y., June 23 and 24, 1910 to discuss municipal health problems, respectfully petitions the Congress of the United States to enact such legislation as may coördinate more effectively the branches of the Federal government now dealing with public health and may so extend those functions as to provide the leadership, stimulus and educational guidance now sorely needed by the health workers of cities and of states.

RESOLVED, that we recommend the establishment by the leading educational institutions in the state of special courses of training for health officers.

RESOLVED, that we recommend to all employers of labor a study of modern sanitary appliances and facilities affecting the health and safety of employees, and that all such employers be urged to bear constantly in mind, as one of the most important factors in industrial progress, the conservation of the health and strength of their employees.

The Conference also commended the work of the State Department of Health. It resolved to hold annual meetings, and appointed a committee to arrange for the next meeting at Poughkeepsie. That meeting will be devoted largely to a consideration of the essential framework of municipal government.

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

Another Clean-Up

The prevalence of the clean-up epidemic, heretofore mentioned in this department, is furnishing many interesting examples of forms and methods of work. A brief statement from the New Century Club, a woman's club in West Point, Mississippi, reads as follows: "April 27 the club held its annual Clean-Up Day. Through the coöperation of the mayor, health officer and colored preachers, the city was systematically cleaned in every district, and prizes were offered to the school children for collecting the largest trash piles, citizens having been requested to burn all trash possible. Wagons were busy all day collecting trash put on the edge of streets, and the various committees worked most faithfully."

This shows one method, at least, of putting a premium on rubbish. But it must be noted that the rubbish must be in a certain place, and that one of the conditions is that it is to be removed at once. The idea, good if properly used, must not be allowed to encourage special accumulations of rubbish for prize winning purposes. Rubbish properly belongs to oblivion, and the sooner it is thither consigned the better for all concerned.

In this connection the Ligonier, Pa., *Echo* offers some good advice. Ligonier has had a clean-up day, and some time afterwards the town fathers made a tour of inspection to see whether things were being kept cleaned up. In the main they were satisfactory, but certain citizens seemed to forget—or perhaps they were making ready for another clean-up day. Says the *Echo*: "A few are again beginning to throw rubbish into the alleys. It is to be hoped that all of these things will be properly cared for. It is much easier to do our part in observing all such matters than we think. Let us do our best to keep our town clean, healthy and beautiful. A little care and a little attention day by day will accomplish much good, if all do their part in the matter. Think about it and

do, 'lest you forget, lest you forget.' Remember that it is the 'little foxes that spoil the vines'; so it is the forgetting and the little neglects that finally cause the big things of life that annoy and perplex us and lead us into trouble. The same is true of keeping our town clean. Just a little attention every day by everybody and it is accomplished and it will become a habit, and we will then be surprised at how easy it is done. Clean up, keep clean every day and be beautiful."



A Contagion Doing Away with the M. D.

The following is quoted verbatim and credited in full because this department cannot vouch for the accuracy of the statistics:

"CIVIC PRIDE IS CONTAGIOUS."

"Centre Street, East Mauch Chunk, residents are exemplifying that civic pride is contagious. Dr. J. E. Waaser was the first to catch it, three or four weeks ago, and he had it bad. He scraped from six to eight inches of black mud from off the street in front of his house and had it hauled away, at his own expense. Hon. Laird H. Barber, on the same street, got it next, and this morning Quinton Stemler and Chas. E. Losier got in line. Result: Centre Street, from Second to Third, looks fine, and the signs indicate that by next week everybody on Centre Street will begin cleaning up all the way out to Fairview Hill. There is nothing like having a little pride in the appearance of the street in front of your own home." This is from the Mauch Chunk, Pa., *News*, of June 25, 1910.

The statistical aspect of which we are afraid is the "six to eight inches of black mud from off the streets." Did such a condition actually exist on paved streets it would mean a most lucrative business for doctors and to the credit of the profession let it be noted that a doctor started the movement for improvement. "Six to eight inches of black mud" on streets!

Think of it! Think of its possibilities in tetanus and zymotic diseases! Then think of a contagion that will remove it, and at the same time do away with the need of a doctor! Truly a new form of contagion. But it will work. It has often worked. Good is more contagious than bad, the healthful is more contagious than the unhealthful, or the world would have perished long ago.

Can't you start a contagion in your town?



Signboards Again

Mention was made in this department for May of the very persistent move being made in Massachusetts, by certain hotel and garage owners, towards making it possible to advertise in the highways and, to this end, for taking away from the people the right to remove such advertising which had been illegally placed within the highway. The contest was a long one. A peculiar advantage was held by those who would use the highways for such a purpose because their chief spokesman, also one of the chief offenders, was president of the Massachusetts Senate.

It came out, however, that the offenders had not only illegally posted their advertising in the highways, but that they had often used for this purpose the posts erected by the public authorities, going so far in some instances as to remove the official street or direction sign and substituting a direction and advertising sign. These facts did not conciliate the public, and near the end of the session the bill was withdrawn, and a resolve referring the question to the Highway Commission was substituted. The writing on the wall became so plain that the supporters of the measure saw definite defeat and, after an effort lasting more than four months, the shift was made to save their faces. This means that the fight is to be carried into the session of 1911 unless the Highway Commission definitely disappoints the hopes of the enemies of the highways. It will have to do this or disappoint the hopes of a far larger number of people who are disposed to banish advertising from within the highways.

It is interesting in this connection to note that the town of Lancaster, Mass., has a by-law reading: "No person shall, except in the performance of some duty imposed by law, post up, or affix, in any

manner, any bill, placard, advertisement or notice, either written or printed, upon any building, structure, or object of any kind whatever, within the limits of any road, street, highway or public ground in the town."

The efforts of the advertisers is only an episode, surely a helpful one, in the movement for the protection of the highways. They are persistent, so are those who do not agree with them. It is only a question of time when every state and town will have fully enforced laws similar to those of Massachusetts and Lancaster.



More Help from City to Town

The Grand Rapids, Mich., Board of Trade has a Committee on the City's Neighbors which is giving attention to the relations of the city with the neighboring towns. It has, to this end, held conferences with the Good Roads Commission of the state with a view to improving the roads connecting Grand Rapids with its tributary towns. The Committee, in furtherance of its work, has sent to the Commission a letter outlining its views. This letter, in brief, makes clear:

"That the Committee respectfully urges the Commissioners to consider the employment of an experienced and trained road-maker to have supervision, under the Commission, of all good road work in the district or, if this prove impracticable, that they seek some competent and trained road-maker whose advice shall be asked in writing before the improvement of any stretch of highway is begun; the request and answer to be preserved among the records of the Commission.

"The discussion at the conference showed that mistakes in judgment, due to inexperience, have resulted in a very considerable waste of money. As it is probable that there will be frequent changes in the personnel of the Commission, new and inexperienced men taking the places of present members, it seems to the Committee that the employment of an experienced general superintendent or of a consulting roadmaker would be a measure of economy.

"That the Committee urges the Commission to try in every case to build roads which will earn a state reward.

"That the Committee urges the Commission to apportion a certain percentage of

its annual budget for the purpose of keeping its roads in a constant state of repair, as it would seem to be false economy to spend money to improve our highways and then permit them to begin deteriorating immediately.

"That the Committee urges the Commission to place signs along the improved highways asking drivers not to follow the tracks of preceding vehicles, thus doing something to avoid the making of ruts. * * *

"The Committee asks the Commission to keep detailed records of its work; for instance, a map of the district showing what sections of highway have been improved," the date of the improvement, the cost and the cost of repairs each year.

Finally, the Committee urged efforts for larger appropriations so that more roads might be put and kept in good condition.

When our cities all learn to reach out in this way and help to solve the problems of their tributary towns, both cities and towns will be benefited. There is appearing above the horizon a new era of coöperation along such lines.



Pekin Parking Up

The Park Board of Pekin, Ill., recently voted to purchase what is known as the Bemis property, an old site beautifully located on the river, but long an eyesore because it has been allowed to fall into decay. The plan is to improve and beautify the tract so as to bring out all the natural advantages and hold it as a permanent park. As a result of this action on the part of the Park Board no less than three other sites are being urged for purchase by people in their respective localities. The north side people want what is known as the Block place, and they have petitioned for its purchase. The Park Board is considering a triangular strip between Court Street and Park Avenue, which is needed to develop a proper entrance to Mineral Springs Park from the south. In the northeastern section the residents are now preparing a petition urging the purchase of a strip, already adorned by a fountain given by Mayor Conzelman. This is located at Henrietta and Eighth Streets, and the people of the section urge its purchase that they may be provided for.

The Park Board is taking a genuine interest in the movement, and the Pekin Im-

provement Association is ably seconding all that is done, and aiding in the development of public opinion in support of the desired ends. Pekin hopes soon to have a fair park area, and to bring about proper development as rapidly as means may be secured.



A Fourth Reform to the Uttermost

As this is written Massachusetts is just recovering from her surprise over the Fourth of 1910, the first of the kind. It was interesting because of its origin, its development and its universality. Reforms usually start in large places. This one started everywhere in Massachusetts, and was as effective in the most remote towns and villages as in Boston or any of the larger cities.

Public opinion has been rapidly developing for some time. The manufacturer of a cheap revolver thought he could use this opinion, ride on the wave of reform, and reap golden shekels. He introduced a bill to prohibit the sale of the deadly toy blank cartridge pistol. This pistol is a dangerous thing in any hands. Its sale ought not to be allowed. His \$1.25 revolvers were much more safe.

The committee to which the bill was referred liked the bill— as far as it went, liked the petition under which it was introduced, because it would enable the bill to be broadened, and went to work. The petitioner saw the drift of things, and tried to withdraw his bill. But the committee liked it, and a bill may not be withdrawn without the consent of the committee.

Able lawyers were employed by the firearms and fireworks people, but the people were awake, and for once a stampede worked nothing but good. A bill was passed, against all opposition, which prohibits the sale, anywhere in Massachusetts, of toy blank cartridge pistols, blank cartridges, firecrackers more than two inches long.

The Fourth came. The night before was like none ever seen. It was quiet, livable, sane, pleasant. The writer took a trip through two towns and two large cities, and saw nothing to be condemned.

And the Fourth itself was everywhere a great day. Such floats were never seen, such games, such fireworks, such community doings, such a real celebration—safe, sane, satisfying. The toll of death has worked its reward. Massachusetts will never return

to its old way. And in it all it did not, as is so commonly done, forget its towns and villages.



Lynnfield Center League

To help each other to promote the welfare of our community by the maintenance of such a comprehensive organization that it shall be to the interest of every man and woman in Lynnfield Center to become a member is, in short, the purpose for which the people of this Massachusetts village have organized. The activities are grouped into the three main heads of civic, social and literary.

The League made a good start by doing things from the very beginning. In a year it brought about a new electric light service, an improved train service, has established a tennis court and will add others, is offering prizes for the best front yards (which has already worked a transformation in the appearance of things) and is working for an improved telephone service.

Preliminary to the annual town meeting in the spring the civic department sent out the following:

"WHAT DO YOU NEED?"

"What does Lynnfield Center and South Lynnfield need?"

"For what do you want the money now in the League treasury spent?"

"What town officers do you want elected?"

"What do you want put in the town war-rant?"

"Come. Town Hall, League night, February 15.

"Come and hear these problems discussed and take part in the discussion."

The League then prepared nomination papers and the results may be easily guessed, for the village is joining the League. It is only a village and yet there are 225 league members and others are coming in daily. Every member is a membership committee. The dues are only twenty-five cents.

For June 17 a rousing Old Home Day was planned. Five public buildings were decorated, also fifteen or more places of business and homes, all by professional decorators. Many places were privately decorated. The electric light service decorated and illuminated the common throughout the week, the Town Hall was illuminated,

flags and bunting were everywhere, lawns and shrubbery were put in Sunday trim, the whole town was made ready. A special League service was held in one of the churches, and there was a real community attendance. The day, when it came, was a success. The morning was given over to visiting among old friends and former residents, the afternoon to a wide range of sports and the evening to a supper, an address and a concert.

There are many plans for future activities. Thus is another village developing a real community consciousness, which means that its people are coming to be willing to do their own work for themselves instead of leaving it to a political clique to do the people for the clique. Others need this spirit and all can have it if they will.



Importuning for the Public Good

A young man of Freeport, Ill., has a camera and a sense of fitness—a good combination. For some time the young man has been annoyed by the appearance of a building in the business portion of Stephenson Street, which, besides being ugly through neglect, has recently been covered with circus posters, with all their blare and hideousness. The Freeport young man has ingenuity, too. Every day since the posters appeared the owner has been the recipient of a picture postal of his building. The public has been cognizant of the presence of the eyesore. It now knows of the move made by the young man, and there is a general hope that the daily sight of his hideous property may convert the owner to civic decency.

Here is a good suggestion for other places where flagrant violations of good taste occur. The papers could help by publishing such pictures. This has been tried with good results. It was done in Seattle, small reproductions being used in the first instance. The offenders generally cleaned up. Those who did not were approached by a representative of the paper, to whom they generally said they didn't care. "Well," replied the representative, "if you don't mind that you will not care if we reproduce a half-page picture so it will show up better?" To this the usual answer was, "Oh h—l, no, I don't want you to do that. I'll clean it up."

Gleanings

Edited by Mary V. Fuller

A New English Quarterly

The July issue of the *Town Planning Review* is admirable in appearance and interest.

Its leading articles are on Liverpool. The first, by Pro. Adshead, of the University of Liverpool, gives a preliminary survey of Liverpool with some suggestions for remodelling its central area. Here is presented a forcible illustration of a city without a plan which has developed

pool are comparable to those in St. Louis, and the example of the latter city is stimulating in its eagerness for a definite plan. The city of Liverpool lies along an estuary of the river Mersey. From the business center the main streets diverge like radii running out into the suburbs. A number of important streets cross these, parallel with the river, the cross streets further out being somewhat curved. This circular plan is a natural growth, and there seems



MENLOVE AVENUE, LIVERPOOL

“without considering the parts in reference to the whole.” With the developing of a city its different parts must be enlarged proportionately. “As the central districts are hemmed in on all sides, a process of adoption and absorption must necessarily subvene. It is this method of adoption and absorption, dependent on the capabilities of the plan, wherein lies the consistent development or malformation of the plan.” Changes in the use of buildings are continually taking place. One class of inhabitants is driven out to make room for another. If streets can be extended to accommodate this spreading out, it is well; but where streets end suddenly or important buildings block the extension, congestion of population follows, or an irregular city growth.

The conditions of obstruction in Liver-

to be no good reason why it should be changed. But increasing traffic must be provided for; it passes both north and south parallel to the docks, and east and west from and to the river. There is also a great deal of traffic on the radial roads, which of necessity passes through the center of the city, although not intended for it. To meet these difficulties streets have been widened and new ones made. But still more aid is to be given by a new surrounding boulevard, described in the second article on Liverpool, by Mr. John A. Brodie, City Engineer:

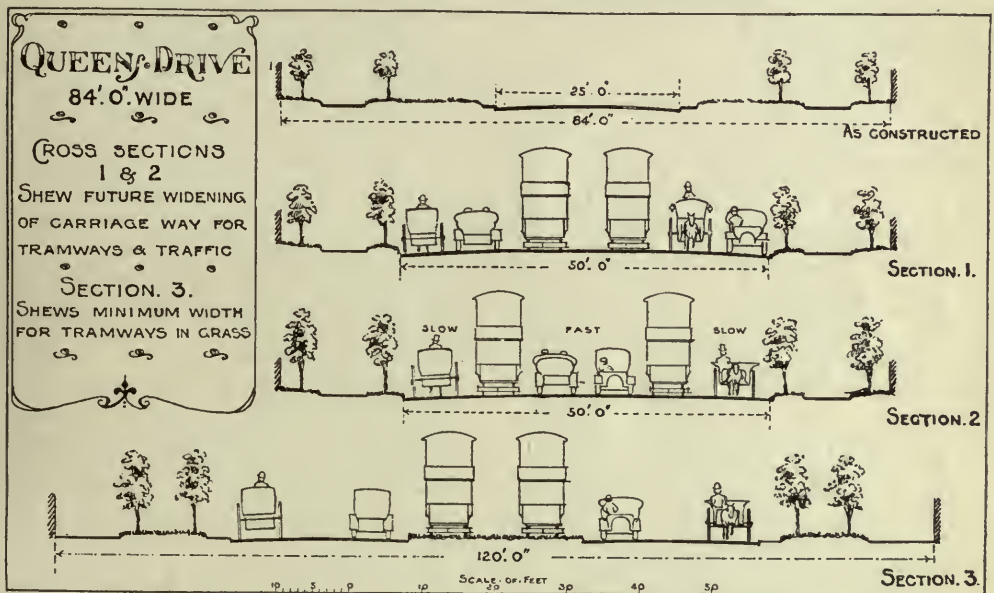
“With a view to providing an outside road connecting up to various main approach roads, the course of a main circumferential road, approximately three miles from the business center of the city, has been mapped out . . . passing through districts which are likely to be

developed for building purposes at an early date. By using this road it will be possible for traffic coming in by any of the main approaches to the town to skirt the busy business center and to reach any part of the city without passing through the congested area. This road has a minimum width of 84 feet, a maximum of 108 feet wide, and a total length of about 6.5 miles, of which a length of about 4.5 miles has already been constructed. It has been carried out at different dates, and the sections into which it has been divided are punctuated by the radial roads that cross it; these give the names to the sections."

This is an interesting matter; we hear much of circumferential boulevards for pleasure driving, but this one, while pro-

and a single line of slower traffic along each curb. Section 3 is the Boston arrangement, said to be cheap in construction and quiet in working; the tramways are laid on cross sleepers covered with earth, on which grass is sown. This arrangement requires a width of at least 120 feet.

Mr. Brodie thinks that the radial roads should not only be widened, but that some of them at least should be veritable parkways leading from the existing parks out into the open country. "Such avenues or radial lungs—by providing exceptionally good sites for large houses on their frontage—might also help to induce the more



viding for pleasure driving also, has for its main object the relief of traffic conditions, and we have a number of suggested arrangements for widening the roads as fast traffic develops:

At present the 25-foot carriage-way of the typical 84-foot boulevard, as shown in the diagram, is sufficient for all needs. Sections 1 and 2 show methods of widening the carriage-way without interfering with the trees; Section 1 shows an arrangement already in use in Menlove Avenue, Liverpool, which provides for a double line of traffic at each side, a double tramway track in the middle, and makes the whole width of the street available for any sort of vehicle; Section 2 shows a double track for automobiles between the tramway tracks

and a single line of slower traffic along each curb. Section 3 is the Boston arrangement, said to be cheap in construction and quiet in working; the tramways are laid on cross sleepers covered with earth, on which grass is sown. This arrangement requires a width of at least 120 feet.

There is "A Comparative Review of Examples of Modern Town Planning and 'Garden City' Schemes in England," by Patrick Abercrombie, which should clear up a great deal of vagueness in the mind of the average American reader. The division which explains "The Copartnership Tenants Ltd. and Affiliated Societies" gives the financial basis of these societies and the arrangement of the various villages; the description of cottages and houses in garden suburbs is clearer than any other we have seen.

Just how a town must proceed in order to get a new plan under the new Town

Planning Act is tabulated. There are articles and reviews of publications that show how closely this new quarterly is keeping in touch with recent developments in American city planning. The "Chronicle of Passing Events" is comprehensive and up-to-date.



A British Optimist

Mr. John Burns, President of the Local Government Board, is quoted in the *Municipal Journal* of August 5 as saying:

"The wise plan is to recognize expansion as inevitable, and provide for it on healthy, wise and prescient lines, by making every new community have proper relationship to the natural, physical, social and industrial needs of the population."

Mr. Burns believes in his country:

"Back to back houses are being abolished, cellar dwellings have gone; the mean street is doomed; the smoke nuisance is diminishing; parks, gardens, trees and amenities are growing in number and attractiveness; health is improving fast; disease and death are being controlled in Britain faster than anywhere; tuberculosis, the disease of poverty, dirt, density and overcrowding is being ended; infant mortality, the symptom of bad homes and bad motherhood has declined 40 percent in five years."

Here are one or two of Mr. Burns's *obiter dicta*:

"Avoid the sombre austerity of the kill-joy by providing the pleasures that elevate, the games that stimulate, the leisure that recreates."

"Make the private home so pleasant that the public-house will have no appeal."



The Sanitation of Meat Food Products

The combination abattoir, cold storage and reduction plant at Paris, Texas, is described by the Mayor of that city in the August number of *Municipal Engineering*.

It cost \$10,000 to build and equip this plant, which stands about one mile from the center of the business district. The equipment and use of the various parts are described. Other small cities may find the article helpful. Unfortunately this plant is apparently run at a loss. It will be noted that while the balance sheet for April shows a slight credit, this is on operating expenses only, no fixed charges being entered. Such plants ought to be made self-supporting as well as sanitary and practically efficient.

Another Method of Coöperative Betterment

Jane E. Robbins deals with the relation between "The Settlement and the Public School" in the *Outlook* for August 6.

The community cannot afford to let its children grow up with low physical or moral vitality. The city must in many cases act as parent and nurse. The settlement can furnish just the people needed to arrange for coöperation "between the best neighborhood forces and those of the city at large," so that the school may be made a social center. A capable executive secretary is needed.

"The most difficult problem perhaps to work out in badly overcrowded neighborhoods is the problem of the small boy and how to bring him up so that he shall be, both in private and in public life, an upright citizen."

The boy can have his social clubroom in the school, and the fine, strong, trained worker from the struggling, poorly-equipped settlement can put his personality and experience at the service of the school principal in a better plant, and the tired teacher can have a rest after school hours. If janitors object, let us remember that the people own the schools.



"Oxygenizing a City"

It was the fresh-air cure of five sick monkeys in the Lincoln Park Zoo, Chicago, that made Dr. Evans, now health commissioner of the city, apply the same treatment to the human beings under his protection. Burton J. Hendricks tells the story in the August *McClure's*.

As a result of Dr. Evans' untiring zeal, each of the street cars is supplied with 28,000 cubic feet of fresh air an hour; cold-air rooms in the schools are making healthy, bright children and teachers; the bakeries of the city, whether in cheap quarters or high-priced hotels, have been taken out of underground caverns; the nickel theatres, workshops, factories and stores are ventilated; and a continual sermon on the benefits of fresh-air is being preached in every part of the city. Phonographs repeat this sermon in the cheap tenements; schools, churches, and all kinds of clubs furnish addresses on the subject; advertising space, the public press and bulletin boards in department stores shout in many languages that fresh air is the best medicine and is free.

Playgrounds for Philadelphia

A full and attractively illustrated report has been published by the Public Playgrounds Commission of Philadelphia. This covers the creation and purpose of the Commission, the existing playground facilities in Philadelphia, arguments showing the necessity of public recreation, and recommendations, financial and constructive, for the making of recreation centers and playgrounds in the city. There are a number of fold-plans for grounds and buildings, together with views of the recreation facilities of other cities, and these are all made applicable to Philadelphia's needs. The bringing together of so much pertinent information is suggestive for other playground commissions. This one says:

"The ultimate accomplishment which your Commission has in mind is a system of recreation centers for Philadelphia, each located in the center of its district and encircled by a group of small playgrounds at suitable distances from it and one another. The recreation center is the hub of the wheel and the playgrounds are located where the spokes meet the rim. Experience demonstrates that small children do not come more than one-half mile to play, and this distance should be borne in mind."



Preventable Leaks in Our School Systems

Those who are interested in the book "Medical Inspection of Schools," by Dr. Gulick and Dr. Ayres, but have not opportunity to read it, will find an article by Dr. Gulick in the August *World's Work* which gives the important conclusions reached by these investigators. Among them are these:

1. About sixteen per cent of those who drop out of school work do so because of ill health.

2. Those having removable physical defects make nine per cent slower progress than they should.

3. Medical inspection of school children with adequate follow-up work by school nurses or teachers brings the rate of progress of the children having defects up to the normal. Adequate hygienic supervision of the school and its work largely does away with the sixteen per cent of those who drop out because of ill health.



A New Kind of Frontier Settlement

It is said that in the province of Alberta a town is born every day. Norman S. Rankin tells about "Plotting Towns for a Future" in the July *World Today*.

Under the administration of the colonization department of the Canadian Pacific Railway the "Irrigation Block," stretching 150 miles eastward from Calgary, is making a business of town-making. A typical plan for from 100 to 160 acres shows numbered streets running north and south, and numbered avenues running east and west; a parking strip at least 100 feet wide runs the full length of the town between the station and First Avenue; a 100-foot street leads from the station to a central park 600 feet square, and beyond this point the street becomes a boulevard. There are other recreation grounds; wholesale industries are located on the outskirts; lots are reserved for residences, business, hotel and restaurant sites, and provision is made for the growth of the town beyond the original area.

This planning of towns before a house is built prevents any haphazard proximity of church, saloon, courthouse and livery stable.



The Importance of the Health Department

Life and Health for August contains the paper on "The Protection of Life and the Protection of Property," read by Mayor Charles C. Duryee, of Schenectady, at the conference of New York State mayors held last June.

Of the three departments of public safety—police, fire and health—the last is the youngest. Compared with the others, it is "woefully undermanned and under-equipped." All city departments except those that deal solely with finances and accounts are necessary for the protection of health, but do not deal so directly with it as does the department of health, which is often pushed aside for other interests. Mayor Duryee pleads for a realization that "the ultimate end of all municipal activities is, after all, the health and comfort of its citizens," and that the health department should be placed in a proper relation to other municipal departments, according to the importance that modern science has given it.



Civic Beauty and Real Estate Values

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grounds brings desirable people and increases real estate values and rents. Haphazard construction is always expensive and wasteful.

These points are made clear in Loring Underwood's article on "The Economic Value of Landscape Gardening" in the July *Advance New England*. Begin with encouraging public cleanliness, and an enthusiasm for civic beauty will result that will mean a gain in dollars and cents to town and citizens. Street trees and lawn shrubbery not only screen houses from dust, but they increase land values. Pictures of contrasting streets in Somerville, Mass., are given; houses on the well-planted one bring at least a third more rent than the same type of residence on the unshaded one. Since Belmont, Mass., has abolished grade crossings and created a civic center (also illustrated in this article) the railroad has saved money in decreased running expenses and damages and increased efficiency in traffic, and the town is attracting a class of people whose taxes will help the municipal treasury.



A System of Taxation that Works

Edmonton, Canada, assesses its business tax according to the square foot of floor space, the value per square foot ranging from 25 cents for the florist to \$7.50 for the banker, no account being taken of improvements on the building. Fred Bates Johnson tells in the August *World's Work* about this city that "taxes things as they are." Wholesale and retail concerns are differently rated, as are the various floors of the same business house. Even the professional man is taxed on the same basis of floor space; the young man with small equipment pays a smaller tax than does the practitioner who has made his way into an elaborate establishment.

In estimating land values for taxation the actual cash value of the land is taken, considering its situation and the purpose for which it would probably be used if sold. The vacant lot next to a livery stable would be assessed with respect to its value as a site for a livery stable; another lot might be assessed as a possible site for

a bank. The income tax was in 1908 \$1.45 on the \$100 above the first \$1,000, which is exempt. Suffrage is based on a property qualification, and in certain matters a voter may cast several votes in each of several wards.



Help for the Muddled Voter

Winston Churchill and Richard S. Childs have articles on the Short Ballot in the July *Equity*. Mr. Churchill says:

"Unless public attention can be focussed upon the man who stands for office, that man, when elected, is apt to be an indifferent or vicious public servant. The amount of his solicitude for the interest of the public is generally in direct proportion to the solicitude the public has had for him."

Mr. Childs' article is entitled "Fake Democracy" and shows that when an ostensibly democratic party offers a ballot containing 800 names, it becomes thereby an impregnable oligarchy; that an election to fill 800 offices is really 800 simultaneous elections, a number which compels the people "to rely blindly on tickets, and so delegate control to the ticket-makers." The people recognize that they cannot oversee so many separate contests, and they therefore "simply allow sets of candidates to be tied together for them in bunches like asparagus, and they vote them by the bunch." We have come to the place where we know that the ballot must be short; how short, the voters must determine in practice.

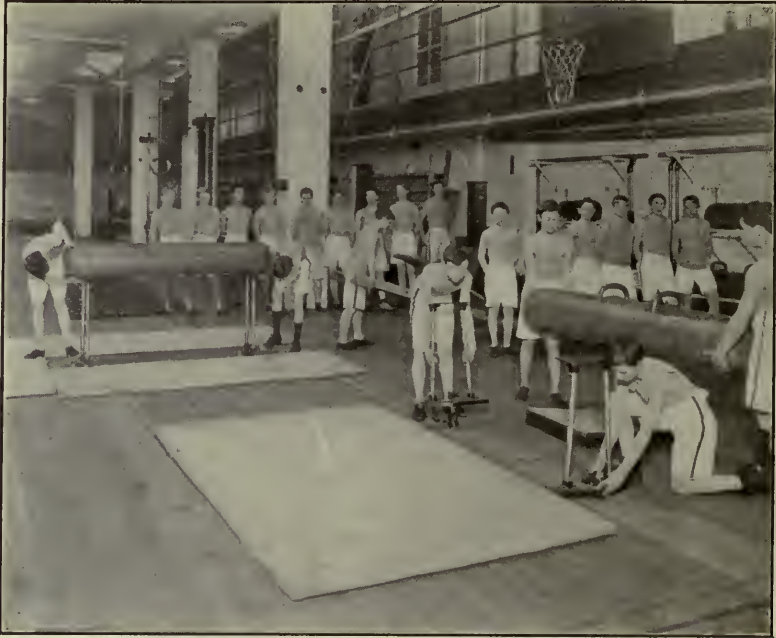
Readers who were interested in our review of William Hoag's article on "the single transferable vote" in the April *Equity*, will find in this number of the same publication his article on "Preferential Voting."



Good Roads

This is the title of a handsomely illustrated 23-page booklet, in which among other things are given specifications for permanently waterproofing and binding macadam roadways. Readers of THE AMERICAN CITY who mention that fact can procure copies by writing to the American Asphaltum and Rubber Co., 600 Harvester Building, Chicago.

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With the Vanguard

Thirty young women from the Cleveland public library are acting as story tellers in the playgrounds of the city.



Pawtucket, R. I., is to have one open-air room in every new school building. The first fresh-air school in that city was opened last May, and is a very successful element in the fight against tuberculosis.



Boston has a rat pest, and the committee of the Chamber of Commerce on prevention of disease and accidents is to co-operate with the merchants and health officials of the city to exterminate this enemy to life and prosperity.



The new Rhode Island law regulating billboards has brought about the Providence ordinance whereby the chief of police is made censor of all outdoor advertising, which must be submitted to him in advance. No sign advertising intoxicants is allowed within 200 feet of a public school or a parochial school.



There are 286 school children in Harrisburg, Pa., gardening for health, profit and prizes. It is not unusual to see 200 children at a time working on their miniature farms. Each week the gardens are inspected by a committee from the Outdoor Department of the Civic Club, and next month the prizes will be awarded.



These are the five universal needs of the American child for which the General Federation of Women's Clubs is going to work the coming year:

1. For better equipped, better ventilated and cleaner school buildings.
2. For more numerous, larger and better supervised playgrounds.
3. For medical school inspection and school nurses.
4. For physical education and instruction in personal hygiene.
5. For instruction in normal schools in wise methods of presenting the essentials of personal and sex hygiene.

As a part of its progressive work the Chicago Health Department, in coöperation with the Michigan State Board of Health, gave out early in the summer a bulletin on the sanitary status of 34 resort towns within two or three hundred miles of the city. It is hoped that this information, together with the general warnings about things and conditions to be avoided, will make the summer vacations of Chicago's citizens truly health-giving.



The new Washington Irving High School in New York will be the most complete of its kind in the city. It will be equipped for giving to each pupil the training best suited to his individuality. Besides the classrooms and laboratories for classical, scientific and commercial courses there will be gymnasiums, baths, a laundry, rooms for instruction in housekeeping and domestic science, a pupils' dining-room and roof playgrounds. The school is to be used both night and day.



The "Little Mothers' League" of New York, organized by Dr. Baker, head of the city department of Child Hygiene, has 16,000 members among the girls of the public schools, with a branch in every public school. These branches have been meeting nearly every day this summer in the school assembly halls and learning from doctors and nurses how to keep baby brothers and sisters well. By such means there were in the summer of 1909 twenty per cent fewer deaths of children than in 1908.



The "Boy Police" of Council Bluffs, Iowa, acts under the orders of the Police Department to preserve order among the lads of the city. The force is composed entirely of boys, the number being limited to 250, and they have authority to make necessary arrests. They are not paid for their work, but are satisfied to win the distinction of this honor. At holiday times, when mischief is imminent, the number of applicants for appointment on the "Kid

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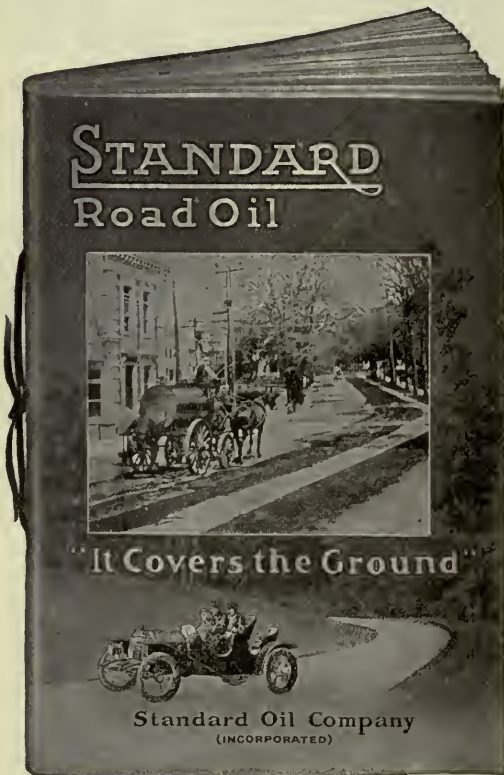
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Police" is very large. The idea has been so successfully carried out that other cities are considering it.



Certainly the American City represents one of the most fundamental problems in our modern civilization. If we solve that, I think we may reasonably hope for what, humanly speaking, may be called perpetual life for our great American Republic. No success in the accumulation of wealth, no multiplication of the means of production, can possibly save our civilization if we are not equal to organizing it in such a way as to secure the blessings of advancing civilization to all classes of people, and this can be done, in my opinion, only in the development of the ideal city.—EDMUND J. JAMES, *President University of Illinois*.



It is expected that the plans for "Minneapolis the Beautiful" will be ready December 1. The new business buildings will have, in cornices, facades and interiors, an esthetic suggestion of the character of the business carried on in them. Artistic conformity and harmonious variety will prevail. In the wholesale district solid buildings will give an impression of strength and power, as will the railroad terminals and civic structures. In residence districts architecture will be made to conform as far as possible with nature, especially where trees, grass and water form such a charming combination as in the neighborhood of Lake Harriet and Lake Calhoun.



Out of 166 Brooklyn schools 96 have not a single tree. This unfortunate state of affairs will soon be changed. The Board of Education has accepted the offer of a large department store to supply a little year-old hardy catalpa tree to every public school pupil in Brooklyn for the next Arbor Day planting in school yards and elsewhere. From the same city comes the announcement of the organization of the American Association for the Planting and Preservation of City Trees, which is an outgrowth of a series of lectures on trees given last spring before the Children's Museum, by Mr. J. J. Levison, arboriculturist for Brooklyn and Queens. Professor Graves,

Chief of the United States Forest Service, and other prominent men are interested in this organization, which hopes soon to form a tree club in every public school in Brooklyn and to do work of national influence.



Chicago, through the initiative of the City Club, is to have a bureau of efficiency. The plan, primarily, is for the purpose of following up the work of the Merriam commission, keeping tab on the administration of the various departments of government, and at times suggesting where changes for the better could be made. The organization which will have the matter in hand will be known as the Chicago Bureau of Public Efficiency, and, while being unofficial in its character, will not hesitate, to quote the *Record-Herald*, to delve into anything that "doesn't look right."

In addition to the municipal government the commission will make an investigation into the manner of accounting and the expenditures of the county board, sanitary district, board of education, public library and park boards. There will at all times be a staff of expert accountants and investigators at work.



See what "they" are doing in Boston. One of the theatres is coöperating with the Women's Municipal League by giving an eight-minute picture act showing striking facts about children playing on top of sheds, in dark alleys and in the refuse from overturned garbage cans; about dirty and unsanitary streets and unsightly and obnoxious dumping at sea and on land; showing, also, better ways of doing things and better places to play, and giving the theatre-goers something interesting and worth while to think about.

Then, too, the Boston Social Union, made up of workers from sixteen settlement houses, has started an anti-noise movement. The city authorities and the Women's Municipal League are helping, and the hundreds of people who suffer from the wailing of homeless cats and the shrieks of harbor whistles will be glad to know that there is likely to be a mass meeting in the fall to bring about legislative action in the control of this nuisance.

"This is a book which will prove worthy of perusal by all those engaged in educational work."

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"An informative and authoritative little book. Illustrations are abundant and clear and give a rapid notion of the progress made." — *The Chicago Record-Herald*.



"It shows by accurate tables and diagrams precisely what has been accomplished here and abroad."

—N. Y. Herald.

"School Superintendents, teachers and all others interested in outdoor schools will find the subject completely covered here."

—Boston Herald.

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THE MAYOR OF DES MOINES, SAYS:

"I have a copy of 'The Dethronement of the City Boss.' It is a clear-cut, comprehensive exposition of the Des Moines or commission plan of government, not only carefully analyzed but written in excellent English. Certain chapters alone would give one the best conception he could possibly get of the Commission Plan of City Government—better, perhaps, than he could get elsewhere. . . . The author has been interested in municipal government for many years, including the adoption and initiation of the commission plan in Des Moines, and has been familiar with the workings ever since. The book should be in the hands of everyone; especially should it be distributed largely in those cities where the adoption of the commission plan is under consideration."—MAYOR JAMES R. HANNA, of Des Moines, May, 21, 1910.

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The Dethronement of the City Boss†

The theme of this book is the Des Moines plan of city government, as embodied in the charter which became operative April 1, 1908, and which is printed in full as one of the appendices to the volume.

The author does not claim that the charter is original with his city, but he does emphasize the fact of its merit as the result of more than fifty years of local experience in attempts to express adequately the people's will. Without giving the history and evolution of the charter he confines himself to a statement of the question of commission government and an analysis of the Des Moines plan, using its excellent results to stand as answers to objections. He is an enthusiast, and justly so, over the success of commission government in Des Moines, a city affording in its intelligent, observant population an exceptionally favorable opportunity for this experiment.

Des Moines has a double election. There is a direct primary with a non-partisan ballot, each of the names on which has been placed there by a petition of at least 25 voters. The two names receiving the highest number of votes for mayor, and the eight having the highest number of votes for councilmen are candidates at the final election two weeks later. There are five administrative departments. The mayor is head of the department of public affairs, and he and the heads of the other four departments form the council, elected by the city at large. The ward system has been abolished, and efficiency and economy have been attained.

Other cities of different size and conditions must necessarily adopt modifications of the plan in making the test. The encouraging experience of four typical cities besides that of Des Moines is given, showing elimination of graft, centering of responsibility and therefore of accountability, more satisfactory public service, recreation facilities and schools. Variations of the

plan as tried elsewhere are outlined, for example, the system of preferential voting, with one election only, in Grand Junction, Col.

This book is intelligible and profitable to the citizen, to whom its statement of concrete facts makes a clear argument. Its presentation of the elements of the problem is a guide to those who are working for similar successful results in their own municipalities. Such readers will find the index helpful.



Our Newest Educational Methods

"Open-Air Schools"* has been the subject of many magazine articles, but we have before us the first book to deal adequately with this new method of teaching and cure.

The first impression upon the reader's mind is made by the photographs and charts, which tell a story of free, happy activities and physical and mental gain and alertness. The material is taken largely from reports of schools in Germany, England and America, and the methods and results of each are described. This work in the United States has been an important factor in the anti-tuberculosis campaign. The first open-air school in New York City was started on the ferryboat Southfield, which was an outdoor camp of Bellevue Hospital for tuberculous patients, and it has been so successful that three more ferryboats have been added to the service, as well as the roof of the Vanderbilt Clinic, and all these are considered a part of the public school system. Interesting accounts are given of the work in other American cities. In Chicago the open-air school children refused to take a Christmas vacation last year.

The health and educational results have been decidedly satisfactory in all three countries. Baths, suitable feeding and rest periods have contributed largely to the making of strong, active bodies and minds. The

† By John J. Hamilton. Funk & Wagnalls Co., New York, 1910. Duodecimo, 285 pp., \$1.29 postpaid.

*By Leonard P. Ayres, Ph.D. Doubleday, Page & Co., New York, 1910. Duodecimo, 171 pp., \$1.32 postpaid.

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Author of "The American Commonwealth"

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But Mr. Bryce does more than indicate the three hindrances to good citizenship; he shows us how to overcome them. Filled with that optimism which is the result of broad experience and deep insight, this book is one from which the reader rises refreshed, encouraged and inspired to a better fulfillment of his own civic duties—or privileges, as Mr. Bryce would call them.

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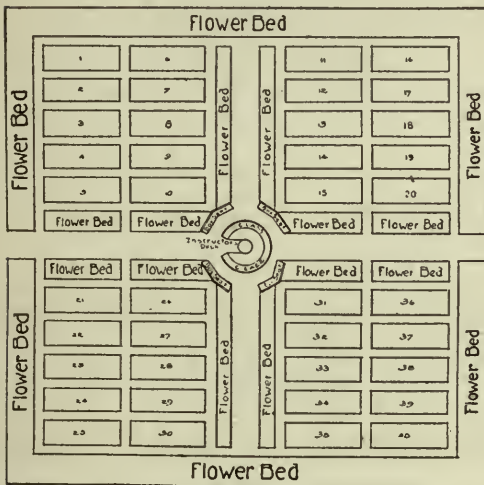
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chapters which this book gives on Cost, Construction and Clothing, and Record-Making are distinct contributions to our practical information on this subject, and the bibliography of magazine articles and reports in English and German is valuable.



Among School Gardens §

The author of this interesting and practical volume has the teacher's habit of classification and tabulation, which, with a wide knowledge and experience and a large number of delightful views and working charts and diagrams, has produced an orderly and



From "Among School Gardens."

PLAN OF DOAN SCHOOL GARDEN SHOWING TEACHER'S TABLE AND CLASS BENCH.

full course of instruction in school gardening.

The history of school gardening in Europe, Canada and the United States is given, and the various kinds of gardens to accomplish various aims are distinguished and described. Full instructions are given for preparing the soil and planning, planting and caring for the garden. The cost of the necessary equipment is estimated, and the use and care of tools is explained. The appendices include valuable lists of plants for different kinds of gardens, planting schemes and directions, record-forms for teachers and pupils, cooking notes, programs of work for the year, and other thoroughly presented information. Especially compre-

hensive and useful is an outline of garden work which shows how it may be connected with and made to illuminate every phase of the second grade primary work,—the study of plants and animals, reading, composition, the learning of stories and poems, arithmetic, drawing, manual training and music. The correlation of garden work with all courses of study from the kindergarten through the normal is emphasized throughout the book. It is evident that the author has made or observed thorough tests of the instructions and information which she gives.

Educators are realizing keenly the value of school gardens in giving the child vital interests, in developing judgment through responsibility, in instilling orderliness, faithfulness and the joy of an honorable calling, in making the child a recognized contributor to the family comforts, in broadening the outlook upon all fields of knowledge and activity. With its bibliography and its index and its own conscientious study this volume covers the subject successfully.



The Community and the Citizen †

This unique and valuable textbook is a study of citizenship rather than of civil government alone, and its purpose is the making of good citizens. To this end it aims first of all to arouse and hold the pupil's interest by leading him from the facts of his own experience to such new facts as his experience helps him to understand. He learns to think of himself as a member of a community to the progress of which he is under obligation.

With an understanding of the principles of the class-community to which he belongs the child is led to apply those principles to the neighborhood, the city, the county, the state and the nation. An outline of governmental machinery is made to contribute to the purpose of good citizenship, and the teacher is expected to use local history to illustrate community life and the individual's relation to it. The subject matter is topically arranged, and each chapter closes with a list of references for reading and a set of questions for investigation of local conditions. The illustrations in-

§By M. Louise Greene, Ph.D. Charities Publication Committee, New York, 1910. Duodecimo, 388 pp., 113 views and diagrams; \$1.25 postpaid.

†By Arthur William Dunn. D. C. Heath & Co., Boston, 1909. Duodecimo, 266 pp., 75 cents postpaid.

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1907-1910—Two Letters from John D. Archbold Regarding Tree Surgery as Practiced on His Estates by Davey Experts

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New York July 15, 1907

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Tarrytown, N.Y.

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I beg also to certify to the courtesy and industrious character of your employees.

Very truly yours,

John D. Archbold

26 Broadway

New York May 24, 1910.

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c/o The Davey Tree Expert Co.,
Kent, Ohio.

Dear Mr. Davey:

I have your kind favor of the 21st and the little books, for all of which I beg you to accept thanks.

It gives me pleasure to say also that we continue to have great satisfaction in the work done on our trees by you. I am very sure that it has not only greatly increased their beauty, but will prolong their lives.

Very truly yours,

John D. Archbold

The significance of these letters is in the testimony they give to the permanent efficiency of the methods of tree surgery, originated by John Davey, the father of the profession, and practiced exclusively by the Davey Experts. The first work done by the Davey men on Mr. Archbold's trees was in the early spring of 1907. Three years later Mr. Archbold writes to say that he continues to have great satisfaction in the work done. If it had been lacking in any respect, a man of Mr. Archbold's keen intelligence would long ago have detected it. The Davey Service stands the test of time.

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Playground Technique and Playcraft *

This is the first of two volumes which attempt to give a comprehensive view of the national playground movement and to describe the salient points in its progress, with details of operation.

In the opening section many articles and addresses, quoted wholly or in part, bring out the need of play and its renewing and reforming influence. Taking up "Playground Architecture and Landscape Gardening," the authors emphasize the importance of a comprehensive plan and state that "if not enough money is available for supervision, grading and equipment, the supervision should come first, then the grading and then the equipment, and after that the playground can be made beautiful." Many plans and photographs are given of successful playground landscape gardening throughout the country, with a separate chapter on the recreation parks of Chicago.

Part 3 on "Constructive Methods" gives detailed instruction for grades and drainage and for playing surfaces. The North Denver and St. Paul playgrounds are described and illustrated, and the history of the movement in the latter city is fully given. The specifications, plans and operation of the playgrounds of Los Angeles are given with the utmost detail, and there are chapters showing what trees, flowers and

vines are best for playground use, and how they may be made of greatest artistic and practical value, why and how playgrounds should be fenced or hedged, and how to lay out a playground on an irregular tract of five or six acres.

The section on "The Technique of Constructive Play" shows in an attractive way how playground interests may include practical forestry and gardening, model house-keeping in a workman's model home, and industrial work. The boys can help in clearing the ground and making ball diamonds and running tracks, while the girls can make baby hammocks, bases for baseball, bean bags, aprons, bloomers, etc.

We seriously question, however, the advantages of homemade equipment, enlarged upon in Part 6. This is very different from the children's making small articles to be used in games. Plans, specifications and directions for homemade apparatus fill many pages. The first point to be considered is safety, in attaining which there should be no false idea of economy. Strong materials that do not break or splinter, and expert manufacture have given the most satisfactory results. No shadow of risk should be allowed. The very best equipment made may have its defects, but let us have the best and strive for better still.

The many illustrations and the working bibliography of playground philosophy and technique are interesting and valuable features of this book.



Preserving Plant Life

Since, as the introduction to this booklet states, fully 75 per cent of the annual loss of \$500,000,000 caused to United States agriculture by insects and fungi is preventable, the title "Spraying for Profit" is well chosen.

"Spraying is plant insurance." The ways in which fungi, bacteria and insects work to destroy the trees, shrubs and other plants which make beautiful our parks and residences are explained from the view point of prevention. Spraying mixtures, pumps and outfits are concisely described. Different kinds of treatment for different plants are given. There are many pictures

* By Arthur Leland and Lorna Higbee Leland. Co-operative Publicity Bureau, Templeton, Mass., 1909. Octavo, 284 pp., \$2.70 post-paid.

By Howard Evarts Weed. Horticultural Publishing Company, Chicago, 1910; 16mo, 64 pp.; 20 cents.

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Editorial extract from "The American Banker," March 5, 1910

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The Obligations of the Citizen

For readers of *THE AMERICAN CITY* the pith of "Practical Citizenship"§ is found in the section on "Action and Practice" which sets forth the civic obligations of the individual citizen.

"Citizenship does not consist of voting any more than religion consists of singing hymns. The casting of a ballot, while an important item, is nothing but an incidental function in citizenship. . . . To segregate the men elected to office and demand that they should 'run' a town is absurd."

It is the citizen, not the official, that keeps the streets clean. In order to meet his obligations to the various departments of the municipality, the citizen must be well-informed, active in civic work and ready to take public office whenever he is the competent man needed. He should know the assets, the facilities and the functions of his city. If he is a financier, he owes it to his city to find out from the city reports whether there is a better way of handling the city's business. He should know how many and what sort of plants, buildings and playgrounds his city has, how the police and fire departments are working and supported, and what ordinances are before the city council. Practical citizenship involves seeing that the department responsible is notified of anything to which its attention should be called. It involves support of the civic organizations of the city and through them learning of the methods of other cities.

"A city is a large firm, whereof all citizens are partners, paying in their quota in taxes and drawing out their profits in the shape of streets, light, water, schools, police protection, fire protection and so forth, and the business of such a concern, with a thousand partners, can be as efficiently and as methodically conducted as can that of a concern with three partners or with ten."

Two chapters of this book show what

features of our public school system should be supported by the conscientious citizen and what deficiencies he ought to seek to remedy. Other chapters take up the city's humanitarian work and the maintenance of high moral tone in a community. Attention is called to the clever way of fighting the great white plague by printing on the reverse side of street car transfers given out one Sunday on all the lines of New York City such sentences as these:

"Friends of Consumption—Dampness,
Dirt, Darkness, Drink.
"Enemies of Consumption—Sun, Air,
Good Food, Cleanliness."



An Important Collection of Papers

Most of the papers reprinted in the 1909 "Proceedings of the American Water Works Association*" are more technical than the majority of our readers would enjoy. They cover methods of operation of water supply with discussions of machinery and of fuel cost and productive power. They are fully illustrated with views and diagrams, and there is a complete index.

An article on "Smoke and Smoke Prevention," by L. P. Breckenridge gives some practical rules for firemen using Illinois and Indiana coal, the value of which instruction even the layman can appreciate. A paper on the operation and results of the Wisconsin public utilities law, with the discussion that follows, makes clear the features and the working out of this bill, which takes the utilities out of local politics and local control, and regulates operation.

Another interesting paper, by Prof. Erasmus G. Smith, tells of an outbreak of typhoid fever due to milk, which occurred at Beloit, Wis., in 1906. The story is told in order to show the method employed to ascertain the source of contamination, and how the investigation proved innocent in turn the water supply, oysters, fruit and flies, and finally fastened the guilt on a single can of milk which had probably become infected from a case of walking typhoid. The discussion given on this subject brings out other interesting cases.

§ By Rev. Adolph Roeder. Isaac H. Blanchard Co., New York, 1908. Duodeclimo, 215 pp.; \$1.09 postpaid.

* Published by J. M. Diven, Secretary American Water Works Association, Charleston, S. C., 1909. Octavo, 796 pp.; \$5.30 postpaid.

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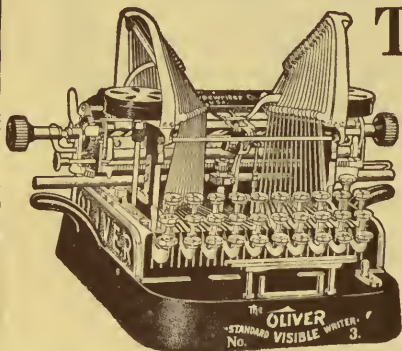
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The Campaign for a City Plan in Dallas

By J. R. Babcock

Secretary of the Dallas Chamber of Commerce

The man who laid out the city of Dallas, Texas, has atoned for his original crime by a life of devotion to public-spirited work; but to correct his mistakes millions will now be spent. When asked why it happened that the streets of Dallas were on the hit or miss pattern, based on the plan of a Mystic Maze, he said:

"Young man, if you were a poor, green engineer running the line for a street, and that line ran into a farm house, and the owner of that farm came out with a shotgun advising you to put that street somewhere else, you would have run that street at any angle, any width, anywhere, or nowhere, to keep your skin from being punctured; that's what I did and that's why Dallas is crooked."

In those days, not so very long ago, Dallas was but a wide place in the road; men lived only for the present. Today was a strenuous fight for self; tomorrow might never come; altruism was a name, and civic duty was confined to an occasional lynching. But the great natural law of economics was even then working out the ultimate destiny of the city, and most marvelous growth and commercial development was going on. Located in the "garden spot of the Lord," in the most fertile agricultural region of the United States, Dallas was bound to become a great city. In sixty years it has grown from nothing to a city of over 100,000 people. Its city area has advanced in price from \$1 per acre to \$3,000 per front foot; in the past ten years its population has more than doubled, showing a greater percentage of growth than any city of its size in this country. In its wonderful development its citizens are seeing its possibilities for the future, and are realizing that its wild, luxuriant growth, like the flower of the prairie, must be trimmed, trained and trellised.

It must not be inferred that in these years there was no one who cared or corrected; the individual citizen who realized the physical deformity of the city was appalled at the task of correction. The constantly growing problem, with its enormously complex forces, caused the individ-

ual to content himself with the planning and care of his home alone, leaving Dallas, the city, to determine its own destiny.

Among the few who were not content to sit idly by and leave a raw, uncouth city as a heritage to their children's children was George B. Dealey, Vice-President and General Manager of the *Dallas News*. In February, 1909, Mr. Dealey presented the first practical suggestion, consisting of a thoughtful article on civic responsibility which was read before the Critic Club. With a desire to correct conditions in hygiene and housing Mr. Dealey realized that these were but two of the hundreds of problems which were as important and needing solution and improvement. Attention was called to the modern movement being undertaken by other cities, and the seed of a city plan for Dallas was planted.

Four months later the National Congress on City Planning was held in Washington, D. C., and the *News* arranged for its staff correspondent at the capital to write a series of letters regarding the proceedings of the congress; these letters were published during May and June. In August clippings of these articles were sent by the *News* to 25 leading citizens asking that they read the articles, the idea being that the proper presentation of the matter only was needed to arouse their interest, and that when the psychological moment arrived they would be ready and anxious to coöperate. The *News* then took up editorially the idea of general city planning, commending the movement, and suggesting the adoption of a city plan by leading Texas cities.

In January, 1910, progressive citizens of Dallas were asked to express themselves through the columns of the *News*, stating what, in their opinion, Dallas most needed for the new year. The invitation was responded to quite generally, and for several days the views of individuals were published, all of them expressing strong desire for material civic improvement, the keynote of the expressions being that the time

had arrived when Dallas should start at work along progressive civic lines, really advocating development that required a city plan.

Then the *News* started a most vigorous campaign of education, explanatory of the thought of modern city planning and re-planning. Beginning the last of January there were published every day staff articles that have added much to the general literature on city planning. Each issue of the *News* contained arguments in behalf of the movement. Opinions from citizens of

L. O. Daniel, and the writer were called in conference with the management of the *News*. Full sympathy in the movement was expressed, and the presentation of the matter to the directorate of the Chamber was arranged for. On January 27 Mr. R. S. Baker presented the resolution, which was unanimously adopted by the Board, committing the Chamber of Commerce to the furtherance of the campaign for a city plan, and a special committee was appointed to suggest ways and means for fully organizing the movement. A mass meet-



A ROW OF HOUSES IN DALLAS, SHOWING FINE RESIDENCES THAT HAVE NO SIDEWALK IN FRONT BECAUSE STREET GRADE NOT FIXED AND STREET NOT PERMANENTLY IMPROVED IN ACCORDANCE WITH DEFINITE PLAN

Dallas favoring it were also published. About this time was begun the publication of a series of articles on city planning from the special city planning number of the *Survey*; these were continued for three weeks. A large number of articles and illustrations on city planning were reproduced from *THE AMERICAN CITY*, and its editor aided materially in the campaign for education, as did the officials of the American Civic Association.

The time had now arrived when something tangible must be done, and the President of the Chamber of Commerce, Mr.

ing of citizens was called; J. Horace McFarland, President of the American Civic Association, was invited to come to Dallas; the *News* began a series of pictures on "Examples of Civic Attractiveness," and the city of Dallas began to sit up and take notice that there was something on foot that had far-reaching possibilities. Mr. McFarland's lecture was held February 25. The meeting was largely attended, great interest was shown in the movement, and a committee was appointed at this meeting who should take up the active work under the direction and control of the Chamber

of Commerce. The organization and plan of work for this committee was developed in the following form:

The City Plan and Development League of the Chamber of Commerce of forty members divided into committees whose purposes, scope and work were thus set forth:

City Planning Committee

"The city planning committee shall be the executive committee and the members of this committee shall be composed of the chairmen of the various subcommittees. The duties of the executive committee shall be as follows:

"It shall gather all statistical information from the subcommittees as applying to the idea of a city plan. The work of all subcommittees shall be undertaken and carried

as garbage and sewage, the cleanliness of streets, public places and buildings, the healthfulness of food and drink supplies and the enforcement of health laws, the tabulation and compilation of statistics and information leading to the prevention of disease, the study of causes and effects, the correlation and coöperation of disease preventing agencies.

City and District Housing

"There shall be a subcommittee on city and district housing, which shall have to deal with the study of methods applying to the whole housing situation in Dallas; to furnish practical and economical designs for sanitary and attractive houses suited to the needs of our growing laboring population and to promote the construction of such houses, having in mind the economic loss which occurs from the construction of low-



ANOTHER ROW OF HOMES IN DALLAS, SHOWING HOW NEWER PARTS OF THE CITY HAVE PLANNED STREET GRADES AND COMPLETED STREET DEVELOPMENT FOR ALL TIME

out with the approval and under the direction of the executive committee. It shall be general supervisor over the work of the subcommittees and shall have as its additional work all points not specifically covered by the subcommittees hereinafter noted. It shall be within the province of this executive committee to represent the league and the citizenship of Dallas in coöperation with the city government, in securing the proposed expert city planning and in the execution of the plans adopted and to assist all civic bodies having for their purpose industrial progress and civic and social advancement.

Public Hygiene and Sanitation

"There shall be a subcommittee on public hygiene and sanitation. It shall have to deal with all problems involving a cleaner city, the proper disposal of all wastes such

cost buildings which increase the fire hazard and the overcrowding which tends to foster disease and crime.

Municipal Art and Design

"There shall be a subcommittee on municipal art and design. The special duty of this committee will be to create a public opinion which shall influence private citizens in the erection of buildings to conform in character to a high standard of municipal art. This committee shall have the authority to approve and disapprove of the artistic character of all public work, buildings, bridges, monuments and the decoration of parks and shall have to deal with all matters pertaining to a more beautiful city from an artistic standpoint, and kindred matters not covered by the duties of the committee on civic beautification.

Parks, Playgrounds and Social Centers

"There shall be a subcommittee on parks, playgrounds and social centers, which shall have to deal with problems providing for the future needs of Dallas in artistic, healthful and convenient open air places for all classes, particularly to give attention to the needs of the children; to coöperate with the Park Board in the selection of park sites and the improvement of the same, and especially to correct the unfortunate conditions now obtaining in factory surroundings, urging upon factory owners to improve and make beautiful the surroundings of their employes.

Transportation Problems

"There shall be a committee on transpor-

the city limits but which will eventually be added to the city; to present to the owners of suburban additions the desirability and necessity of coöperation in the city plan of Dallas; to apply all the principles of the city plan to the laying out of the building and amalgamation of such additions in conformity with the best ideas of municipal growth.

City Beautification

"There shall be a subcommittee on city beautification; this committee shall have in charge the general beautification of the city from the standpoint of the beauties of nature. It shall coöperate with all organizations that have to deal with tree planting, window gardening, home garden-



VIEW OF STREET IN DALLAS, SHOWING CURB LINE TOO LOW, TREE ROOTS EXPOSED, AND OTHERWISE BEAUTIFUL STREET MARRED BY LACK OF PLAN FOR GRADE LINE AND UNIFORM SIDEWALKS AND APPROACHES

tation problems, which shall have to deal with securing a better intercommunication in street railway service; to make an extensive study of the transit situation and frame a comprehensive policy for the future development of the city in electric, steam railway and river transportation suited to the needs of a growing city; to have to deal with the elevation or depression of tracks; the elimination of grade crossings, the laying out of new streets and arterial highways and the paving and maintenance of same.

Suburban Extensions

"There shall be a subcommittee on suburban extensions, which shall have to deal with those sections at present outside of

ing and the elimination of obstructions to natural beauties in the line of disfiguring signs, poles, bill boards and other obstructions.

Education

"There shall be a committee on education, which shall have to deal with the educational problems of Dallas as affecting the future growth and development of the city, localizing public opinion upon the organization and conduct of our public schools and the introduction into the schools of such character training as will make for civic righteousness and give our youth higher ideals for citizenship."

Henry D. Lindsley was elected general

chairman and Geo. B. Dealey vice chairman, and correspondence was opened with leading landscape architects and engineers. The work of the different departments of the League were defined, and each began its work of collecting information as to the needs of Dallas in all its varied branches.

On May 23 Geo. E. Kessler arrived, and a joint conference on city planning was called by Mayor S. J. Hay. On May 25 Mr. Kessler was chosen to prepare the city plan, and the first stage of the campaign was an accomplished fact, the city government making a contract with Mr. Kessler

In April, 1910, the agitation in regard to a city plan was so pronounced that a bond issue for public improvements was undertaken, and \$1,300,000 in bonds were voted for caring for the needs of the city and doing the work that Mr. Kessler's plans will call for.

With the customary go-ahead spirit of the Great Southwest, Dallas accomplished her real work for a city plan in five months. A town or city has a personality, a character, a soul, if you will, which is the sum of those elements in its citizenship. The Dallas spirit is the embodiment of progress; it has the ability to realize its civic



PARKWAY IN FAIR PARK, DALLAS, SHOWING A PART OF THE KESSLER PLAN

The beauty of this park and the way its development is going on awakened the people to the desire for a plan for the whole city

by which he is retained for a period of years as consulting engineer for the purpose of supervising the carrying out of the plans which he is now engaged in making.

On June 23 James H. Fuertes arrived at Dallas on the invitation of the City Plan League and the Mayor and Commissioners to consult with them in reference to taking charge of the underground problems of sewerage and sewage disposal; up to this date no contract has been made with Mr. Fuertes for his services, but it is hoped that as soon as provision can be made for finances he will be employed for this portion of the work.

faults, the courage to recognize them; it has supreme confidence in its future and a willingness to undertake great things. It is not venturesome, nor does it gamble with fate. It is the spirit of the pioneer, willing to try the untried, having confidence in the superb health and strength that will compel good fortune. It is the spirit of ambition and a sensible discontent, not satisfied to leave well enough alone.

The city of Dallas is the best governed city in the United States, with the commission form of government and officials in office that are absolutely trustworthy and

competent. Their personality is leaving its impress on the campaign just closed; their action presents the greatest anomaly in the history of American cities, two members of the Commission opposing the issuance of bonds for improvements and opposing the employment of Mr. Fuertes to take charge of the underground work. It is an unusual thing to have city officials offering objections to receiving additional money which they have to spend for the city; it is an unusual thing to have city officials advising against the spending of money which has been voted by the people.

There is great encouragement for Dallas in the inauguration of the city plan because its citizenship has absolute confidence in the honesty and integrity of its city officials. Every civic improvement will be made at the least possible expense consistent with good work, and the dollars will be conserved. The city and county of Dallas have therefore, within the past twelve months, voted over \$2,700,000 in bonds which will pay for the longest concrete viaduct in the world, a sewage disposal plant, street paving and improvements, new waterworks plant, new city hospital, etc.

The other great factor in the accomplishment of a city plan for Dallas is the *Dallas News*. By far the greatest newspaper in the South or Southwest, its policy is controlled by men whose first thought is the use of its columns in educating its readers to undertake constructive movements that are of concern to all the people. The *Dallas-Galveston News* made possible the commission form of government. It has always led in advertising Dallas, in correcting its faults and has been the greatest power in the growth and development of the city. In the campaign for a city plan the *News*, since January, 1910, has published over 670 columns of matter along civic development lines. Ultra-conservative, and with an unusual record for accuracy, it is the model for the other papers in the State, therefore its campaign for civic improvements has attracted widespread attention, and many other Texas cities are seriously considering the city plan idea.

The Chamber of Commerce, which has taken the responsibility for carrying out the details of the city plan, is a well or-

ganized body of some 647 members. Its membership is of the highest class of business men; its sole purpose is to develop the city of Dallas along proper lines, and it has become a great factor in municipal affairs. The secret of its success in city development being that it is the voice of its progressive citizenship, backed up by a responsive city government, undertaking those things of real worth, and with the prestige and confidence of the people to carry out its undertakings.

Every city needs a city plan; any city can be as successful as Dallas has been if it is as fortunate as Dallas in the attitude of the press, and has a commercial organization with the ability to do things. The lesson that Dallas has taught in city planning seems to be that large movements, involving the interest of all classes of people, must be carefully planned; that the mass of city dwellers need only to be educated, and they will quickly endorse such a movement as is involved in a city plan; that the campaign of education should not be spectacular or hysterical, but cold reason should be applied every day until a man is convinced even against his will. Then the movement should be organized at the proper moment, bringing to bear upon the city government such popular pressure that the issue cannot be avoided without antagonizing a large and influential body of citizens.

Dallas is pleased with its progress thus far; the interest is growing rapidly and there is now every incentive to take up work for municipal improvement, because it is known that such work will fit in as a part of a comprehensive whole, no waste, no mistakes, no interference by changes in municipal authorities; the city plan standing out as a fixed policy of improvement for a term of years, above the opinion of city engineers; far reaching, fraught with great possibilities, it is a concrete goal, showing the ideal city of our dreams. The city plan urges us forward, arousing our civic pride, compelling our attention to municipal affairs, making us better and truer citizens. We believe that the city plan will ultimately make Dallas a city of beauty, comfort and convenience, a home city, a business city, the Queen City of the Southwest.

The Juvenile Street Cleaning Leagues of New York

By Reuben S. Simons

Supervisor of Juvenile Leagues, Department of Street Cleaning, New York

PART I—ORGANIZATION AND REORGANIZATION

Looking back over fourteen years of work with the juvenile street cleaning leagues of New York City, I have cause to rejoice at the progress that has been made. The reorganization of these leagues has aroused much public interest and general discussion in educational circles. I love the work in which I am engaged; I am enthusiastic because I have deemed this work my duty as a patriotic citizen. Juvenile leagues, in order to be successful must receive the coöperation of all public-spirited men and women. Boys and girls can be instilled with civic pride and may be educated to take so deep an interest in the condition of our city streets that they may set an example to older people.

In the spring of 1896 the statute requiring the separation of ashes and garbage went into effect. Many of our good citizens refused to comply with the law. They put ashes, garbage and refuse in one receptacle,

and the Department car drivers, in accordance with the rules, permitted the contents to remain undisturbed. Landlords and tenants also ignored the provisions of the sanitary law, the former by refusing to supply a sufficient number of receptacles. The people in the tenement house districts began to use sidewalks and roadways as if they were private dumping grounds. Conditions assumed an alarming

aspect; the Mayor and the Board of Health were appealed to and the newspapers severely criticized the Department of Street Cleaning.

Col. Waring was then Commissioner of Street Cleaning, and he conceived the idea of enlisting the aid of school children in the crusade against uncleanness. He directed me to secure permission from the Department of Education to deliver

addresses in the public schools, to organize the children into leagues and to urge them to appeal to their parents and to housekeepers and others to obey the sanitary law as formulated by the Department of Street Cleaning. Several leagues were formed at public schools and others were formed at settlements.

At first the boys and girls were averse to enrolling themselves as volunteers, fearing that the department sought to make spies of them, but after many addresses had been made in the public schools

the real object of the movement became generally known, and so many applications for membership poured in from every side that it required the assistance of many men and women to conduct the work. The young people were very enthusiastic, and attracted considerable attention. People from all parts of the country wrote to the Department of Street Cleaning seeking information on the subject.



REUBEN S. SIMONS

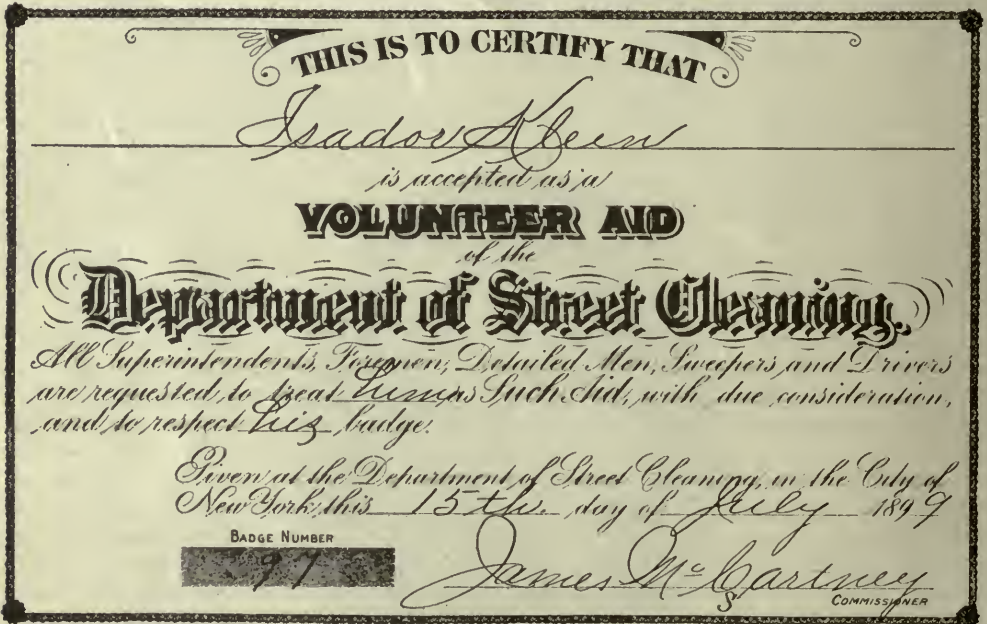
The man who in spite of his blindness is doing a valuable work for good citizenship in training the school children of New York to keep their city clean.

During the five years that the league was in operation thousands of reports were submitted by the girls and boys. Many of the reports bore the names of men and women who had violated the law. All serious complaints were personally investigated; in many cases the offenders were summoned to court and were fined by police magistrates. The parade held in the summer of 1896 aroused considerable enthusiasm. Many recruits were added, and in the fall of 1897 forty-four leagues were in operation, with a membership of 2,500.

The result of the election in November, 1897 cast gloom upon this work; it re-

to me in vain. Only one course was left open; either find rooms wherein the leagues could meet, or the work must be abandoned. After thoughtful consideration I deemed it wise and expedient to open headquarters for juvenile leagues. I laid the matter before the Commissioner and with his consent rented, on August 1, 1898, a floor at 261 East 4th Street. The news of opening headquarters spread like wild fire. The rooms were besieged daily and nightly, and in the summer of 1899 75 leagues were in operation, having a membership of 5,000 boys and girls.

The headquarters were regarded as a



ONE OF THE CERTIFICATES OF THE LEAGUE, REDUCED IN SIZE

mained to be seen what changes would be wrought by the new administration. The resignation of Col. Waring on December 31, 1897, disheartened the children. Many of them resigned from membership, and many leagues were compelled to disband. Like a general after a battle mustering his scattered forces I took hold of the work, laboring under many disadvantages and encountering many obstacles. Weekly meetings were held by the league; but it was difficult to secure rooms for this purpose, and it was frequently necessary to hold meetings in the public parks and streets.

This condition of affairs could not be long maintained. The children appealed

home for the volunteer aids. Meetings were held daily, and the work was systematically conducted. On July 3, 1899, the first anniversary was celebrated and attended by fully 5,000 boys and girls, while many could not obtain admission. A year later a similar demonstration was held in the Educational Alliance, East Broadway and Jefferson Street, at which the Hon. Randolph Guggenheimer, President of the Municipal Council, presided, and the large auditorium was crowded to the door.

The work continued at headquarters until August, 1900, when I was directed by Commissioner P. E. Nagle, who was appointed to office after the death of Com-

missioner McCartney, to disband the leagues, which was done, and on September 1, 1900, the headquarters were closed. This ended the first chapter of the career of the juvenile leagues, but the memory of that work still lived in the minds of many boys and girls, who were anxiously hoping that the headquarters would be re-opened and that they might again become members of this volunteer department.

My transfer to the Borough of Brooklyn in 1902 opened a new field for action. Organizing of leagues was temporarily discontinued, and, having received permission from the Department of Education, I went from one school house to another in Brook-

assist them in organizing juvenile leagues as an adjunct, but not as an auxiliary, of the Department of Street Cleaning. With this understanding several leagues were formed at St. Michael's Parish House, 99th Street and Amsterdam Avenue, and on the lower east side of the Borough of Manhattan.

In 1908 Commissioner Crowell's attention was called to the work accomplished by the boys and girls, and at his request I submitted a brief history of the juvenile leagues and my connection with them, and strongly urged their reorganization. In April, 1908, the Commissioner gave his approval of my plan of educating the people



ORIGINAL HEADQUARTERS OF THE LEAGUE—MR. SIMONS IS STANDING ON THE RIGHT

lyn, appealing to the children from a patriotic standpoint. The Borough of Manhattan was not neglected; frequently Commissioner Woodbury in response to invitation directed me to attend and address civic organizations and urge them to exert every influence at their command to secure the coöperation of the people in the interest of clean streets.

In 1907 Commissioner Craven extended the scope of education by requesting me to address the children in all the public schools of Greater New York, and inaugurated a series of public lectures at churches and educational institutions, all of which were fairly well attended. At the request of the civic organizations, he asked me to

and authorized me to organize juvenile leagues. He advised me to "go slow," in other words, to organize only a few. This I did, and on December 1, 1908, nine leagues were in operation.

It was at this juncture that the Hon. William H. Edwards became Commissioner of the Department of Street Cleaning. When he sent for me on January 5, 1909, I entered his office with many misgivings. I feared that perhaps after all the work would again be discontinued. Such, however, was not the case. He questioned me regarding my work of the past and my plans for the future, and at the conclusion of my statement he said:

"Mr. Simons, I appreciate the good work

that you are doing, and I want you to continue in the same line and keep on organizing leagues, and your efforts will have my hearty support and coöperation."

The struggle was over. For nine years I had labored incessantly, advocating the reorganizing of street cleaning leagues, and finally my efforts were crowned with success. The encouragement that I received inspired me with renewed confidence and energy, and I went to work with a will, with the result that during the first year of Commissioner Edwards' administration fifty leagues were organized. These are still in full operation.

The task of organizing was made congenial by the fact that, owing to my constant and persistent agitation of the subject and the many addresses made to the children, the Department of Education took up the matter and made the work of the Department of Street Cleaning a special study in our public schools. Not only this, but a book of civics has also been published and is now in use in libraries in public schools. This book contains a brief history of juvenile leagues taken from a report I submitted to the Department of Street Cleaning. The principals and teachers have been instructed by their superintendents to coöperate with me in league work, and this in itself is of great value to the city.

During the summer months the work is conducted at vacation schools and playgrounds. Temporary organizations are formed, and by kind permission of the Board of Education the principals hold a general assembly in the playground, and I address the children in the open air, urging them to refrain from littering the streets. I have made arrangements with principals in charge of roof gardens, and with their consent have addressed men and women, working boys and working girls. After my discourse I mingle with the people, and it is gratifying to hear the words of praise for the good work.

Years ago it was Waring; today it is Edwards. The present Commissioner has won the confidence of the people and the respect and admiration of his subordinates. By his action in reviving juvenile leagues he has inspired young Americans with civic pride and patriotism, warming their hearts with a strong desire to do their duty as young citizens, and under my tuition the boys and girls are taught to love their city and to work for the highest citizenship. This is the history of the movement; the method of organization and the ways of working will make another story.

(To be continued.)



THE BADGE OF THE LEAGUE

Sanitary Sewerage and Sewage Disposal

By Chas. F. Mebus, C. E.

The chief endeavors for municipal betterment which command the attention of the authorities and the people are town planning, greater park areas and playgrounds, better and cleaner streets, refuse collection and destruction, pure water supply and improved sanitary sewerage and sewage disposal.

Efforts along these lines are made for the immediate benefit of the dweller of the town itself, but the last named has an added point of interest from the fact that by sanitary disposal of sewage the town protects the health and life of its people as well as of other people living on the same drainage area or watershed.

One would naturally expect, therefore, to find sanitary disposal of sewage in the front rank of municipal improvements, but such is not the case. The reason is not hard to find. The introduction of sewers and drains to carry away household wastes has been gradual. In most towns, not infrequently, there are almost as many sewer outlets as streets which extend to the water's edge, which were all constructed from time to time as the public demands made them necessary and as funds to meet the expense were found available.

This gradual increase of pollution may, in many cases, have been almost unnoticed by the offender or polluter, because, by the very nature of the thing, the pollution passed away from the town which produced it and was forgotten. It might be thus to this day were it not for the fact that streams which drain the land afford sites for more than one urban community; and the filth imparted to the waters of a stream by one town flow to the next one below, though in diminished quantity. So, in a general way, it may be said that the upstream neighbor brought home to the downstream neighbor a realization of the latter's shortcomings.

The public mind, as a whole, does not even yet fully appreciate the danger of sewage pollution. The medical profession, naturally, has for a long time felt apprehensive of impending dangers, and it has strenuously labored to educate the public, as well

as to have laws enacted looking forward to the ultimate prevention of stream pollution. Such measures have been placed on the statute books of the older and more thickly populated states, and so drastic and far-reaching are the sanitary laws of several states that the executive officer in charge has the authority to forbid extensions of sewer systems and construction of new ones, unless plans for adequate and efficient disposal of sewage accompany plans for more or better sewerage.

As a consequence municipalities are confronted with new and serious problems which must be solved largely by the engineering profession. Plans for improved sanitary sewerage and efficient sewage disposal usually call for large expenditures of money, larger often than what can be immediately provided by municipalities, most of which have even now greater demands on their resources for the schools, lights, police and the other improvements already mentioned than can well be met.

To free the streams from sewage pollution will therefore require many years, and will be accomplished in individual cases not much faster than necessity demands. Nevertheless the interest in this matter is constantly and rapidly increasing; and, to obtain a clearer idea of what sewage pollution means, it may be well to consider briefly the cause and effect.

The cause is easily found, and has its origin in the fact that all people are anxious to live as comfortably as means will permit, so that every invention or device which offers some new comfort or convenience is sure to find a whole nation ready to adopt it, provided, of course, that the expense is not prohibitive.

The four principal things which add to the comfort of living and convenient house-keeping are running water, modern plumbing, gas and electricity. It is really unusual to find householders who do not avail themselves of these advantages when they are within reach.

Now the first two of these make sewerage a necessity. Years ago, when the domestic water supply was taken from a well or cis-

tern, and had to be drawn or pumped by hand, modern plumbing was unknown and the demand for sewerage did not exist. Running water in the house is closely followed by the introduction of kitchen sinks, laundries, water-closets, wash-basins, bathtubs, etc. The water used becomes charged with mineral, vegetable and animal matter, and should be disposed of in some way, and quickly. The first recourse is to wells or cesspools. Where the underlying formation is porous or stratified, the waste water poured into cesspools or wells may lose itself, and for years may cause the owner no trouble. But where the underlying formation is impervious, or where the ground water comes near the surface, cesspools soon overflow, and the content usually finds its way into the street gutters or the nearby stream, and, as is noticeable in numerous towns, into gutters along the railroad tracks.

The next step that offers relief is the drain or sewer in which the waste water is conducted by gravity away from the dwelling to some watercourse, a scheme which would be good enough were it not for the fact that many towns and cities must take their water supplies from the streams. The mere thought that one community must drink the water which has been polluted with the filth from another is bad enough in itself, but when the effects of the use of such polluted water on the human system were fully demonstrated by the discoveries of the bacteriologists the real danger was first appreciated. That is to say, scientists found that diseases like cholera, typhoid and others of an intestinal character were the direct result of the existence in the human system of certain extremely minute organisms (so minute that millions of them can exist in a thimbleful of water), and that the disease breeding organisms (known to the medical profession as pathogenic bacteria) could multiply and exist in polluted water for a sufficient length of time to be transmitted from the intestinal tract of one human being to that of another.

The transmission of the disease-breeding organism may go on unnoticed until the number of cases of typhoid or other disease suddenly increases at a great rate, when there is an announcement of an epidemic, and the excited public clamors to know the cause.

It is only after epidemics do appear that the public becomes aware of the danger of stream pollution. Besides, the quantity of waste water or sewage in the large towns and cities from domestic and manufacturing sources, in many instances, has become so great as to create nuisances. Fish can no longer live in polluted streams, and the water has become entirely unfit for industrial or ordinary domestic uses.

Enough serious consequences have resulted in this country from stream pollution for the layman to begin to appreciate the danger of it and the fact that no person or municipality has any moral right to deposit its sewage into water that may be used by others, unless such sewage is first treated to remove the impurities. An appreciation of this danger leads one naturally to look for a remedy.

It might be suggested that a return to primitive methods of living and disposal of human wastes would, in itself, be a sure remedy and an inexpensive one at that. Very few people, however, would consent to return to such a state of affairs, though it offered absolute security from disease transmission, which it does not, as disease-breeding germs find their way into drinking-water taken from wells by surface and under drainage, and such germs are being transmitted from cesspools and privy wells to food by flies. It is therefore quite certain that the water carrying system of sewerage will continue to be used, and will be extended almost indefinitely in the future, and that the municipalities will be obliged to set themselves to the task of providing means to purify sewage.

The problem seems at first glance easy enough, for it merely means that the impurities that have been imparted to a water which has been used in a domestic or industrial capacity must be removed from it, and then the water is as it was before. Simple enough theoretically, but rather difficult in practice; and only possible when done by apparatus properly designed to accomplish such ends, and when, whatever may be the means employed, there is competent and intelligent supervision.

Naturally, the first step in sewage disposal is the collection of it at some point where it may be purified. This requires that a system of piping or sewers must be laid under the surface of the ground with

connections to every house, factory or source of waste water. The design and installation of a system of sanitary sewers is quite the province of the engineer, who has made a special study of such work. It frequently is a difficult and expensive undertaking to construct a sewer system which will bring to one point by gravity the sewage from an entire municipality, and in such cases it becomes necessary to install plants to lift mechanically the sewage from low points to the main sewer.

Unfortunately most towns have been laid out and have grown along lines which have given no consideration to drainage and sewerage; and even more unfortunately town extensions in this country are still made, to a large extent, in piecemeal, without regard to proper drainage and not in accordance with comprehensive plans. The cupidity and shortsightedness of the real estate operators and the stupidity of the home buyers combine to make town extensions along such lines as will make it expensive and difficult to install, in the future, the necessary improvements as fast as the increasing population may demand. The fact is, that town extensions should only be made along well conceived plans which give due consideration to proper drainage, sewerage, parking and landscape effects, etc.

A sewer system, too, should be constructed only after comprehensive plans have been prepared. All materials and workmanship should be the best. Adequate means for inspection, cleaning, ventilation and making future connections should be provided. With proper care a well designed and properly constructed public improvement of this character may serve generations to come. After the sewage of a town has been brought to a common point the scheme of treatment to remove the impurities must be put into operation.

A paper as brief as this must necessarily omit much that is interesting in the development of sewage purification. The present state of the art has been brought about principally through efforts made by state and municipal governments. By reason of its dense population and the smallness of its streams, England was first compelled to consider seriously, on a large scale, the problem of sewage purification, and, as a consequence, English methods at the present

time are best known and generally followed in this country.

Many local conditions, such as topography, size and character of water into which effluent must be discharged, proximity of plant to waterworks intakes, character of sewage, and filtering materials available must be given due consideration when a disposal plant is designed.

Generally great opposition develops immediately if a purification plant must be located near a residential district. An ideal location is rarely found, and although the probabilities are that a community will not suffer any real damage by the close proximity of a properly conducted sewage purification plant, yet the thought of living near one is not always comforting.

No scheme of purification may be said to be simple, as the work is accomplished in stages or by a series of operations, such as screening, settling, filtering and disinfecting. Whether several or all of these operations shall be employed depends on local conditions noted. Just what scheme will be the most economical and suitable for any particular community can only be determined after such conditions have been carefully examined by the expert.

A casual examination of waste water or sewage from a domestic source would show a slightly discolored grayish water, holding certain matters in suspension, such as rags, paper, small sticks, etc., which are comparatively coarse, and may be taken out by passing the sewage through specially constructed screens. It is quite easy to see that the finer the mesh of the screen, the more stuff will be held back, and the sooner the screen will become clogged and require cleaning. And so, while it is possible to remove by such means a large proportion of the impurities, yet it becomes more impracticable as the personal attention is small or inefficient; besides the screened matter must be immediately disposed of by treatment with quicklime, plowed into the soil or dried and incinerated. Therefore, on account of the practical difficulties of operation and disposal, screening in this country has, with but few exceptions, not been carried on to any great degree. The plants of large cities will no doubt be able to make more out of it, since the employment of a considerable amount of labor will in any event be neces-

sary, especially where pumping the sewage has to be done.

The second stage is settling or sedimentation. From 25 to 50 per cent of the impurities may be removed by simply passing the sewage slowly through long rectangular (English) or deep circular (German) tanks. The rate of flow must be slow, very slow in fact, so that a large part of the matters in suspension will not be carried along by the current, but allowed to settle to the bottom of the tanks, where in the course of a week, more or less, a black viscous fluid called sludge is formed. A certain amount of decomposition and destruction of organic matter results, and the volume and character of this sludge is such as to make it possible to further dispose of it, either by extracting

enough to provide for alternate periods of use and rest, which will vary according to the method that is employed in applying the sewage to the filters. For example, where the sewage is drawn through directly the bed should be used on alternate days. Where the sewage is applied by alternately filling all the voids in the stone and drawing it off again, known as the "fill and draw" or "contact" scheme, the successive applications may be made three or four times a day. When the sewage is sprayed on the top of the stone and allowed to trickle through the mass of the bed, intermittent applications may be made from five to six times per hour.

The first two of the three schemes of applying sewage to coarse-grained filters re-



FIG. 1.—MODERN SEWAGE DISPOSAL PLANT
a—settling tanks; b—coarse-grained filters, sprinkler type; c—house where effluent from filters is disinfected with chloride of lime; d—sand bed for sludge

the water and burning the residue, or by draining off the water in sand beds and spreading the residue on land after it is dry enough to handle.

A large part of the impurities in sewage becomes so finely divided while flowing through the long sewers that the screening and settling processes cannot retain it. A third process must therefore be employed which usually takes the form of filtering the sewage through coarse-grained filters, that is, through beds of crushed stone or cinders or coke having a depth or thickness varying from two feet to six feet. Size of grains in the filter may vary from half an inch to four inches in diameter. To be effective a filter of this kind must have sufficient superficial area so that the sewage may pass through slowly, in fact it should be large

quires the filtering material to be placed in water-tight compartments so that the sewage may completely fill the voids in the stone when it is in use.

Both these schemes require considerable cleaning of filtering material, and the former is likely to produce offensive odors due to decomposition of organic matters retained in the bed. It is the least effective of the three and not much in use. The last scheme of application, known as the sprinkling or percolating method calls for little or no cleaning of filtering material and is the most effective of the three.

Passing of domestic sewage successively through screens, settling tanks and coarse-grained filters should effect a removal, under favorable conditions, of about ninety per cent of the bacteria in the raw sewage.

In many cases this, and even a less degree of purification, may be sufficient, as for example, when the quantity of effluent is very small compared with the volume of the stream, or when the discharge is into an arm of the sea. However, what degree shall be satisfactory is a matter for the public authorities to decide.

application. True it is that other schemes, such as chemical treatment, broad irrigation and intermittent sand filtration, have been from time to time successfully employed; but any of these schemes admit of use only where local conditions are specially favorable to it.

Sewage treatment is a clear bill of ex-



FIG. 2—FILTER

Sewage from settling tanks is sprayed by nozzles on top of bed of crushed stone, through which it passes and flows to disinfecting house

If necessity demands a higher degree of purification, the effluent from the coarse-grained filters must be filtered through sand filters like a water-filter, or disinfected by applying some powerful germicide, such as chloride of lime.

The methods above described are those which have been developed within the last fifteen years, and which admit of general

pense for any municipality or institution which has to engage in it. If people can afford to pay for the conveniences of modern living they can surely afford the expense of disposing of the sewage in a sanitary way. It should be done as much for the sake of decency as for the protection it affords against spreading infectious diseases.



Bureau of Social Research of Rhode Island

By Carol Aronovici

Director of the Bureau

The Bureau of Social Research is an outgrowth of the work of the Union Settlement which has for almost half a century been active in the City of Providence. Three years ago its work was reorganized, and the writer was placed in charge of its activities. He found in the City of Providence and throughout the larger cities of the State of Rhode Island a conscious demand for some investigating agency which would take up the most pressing social problems, and through careful inquiry secure such data as would make possible intelligent civic and legislative reform.

The assistance of students of Brown University, where the writer was lecturing, was secured, and an extensive inquiry into tenement conditions throughout the cities of the state made the first departure from the strictly settlement activities for which Union Settlement had stood. An improved building law was soon passed by the State Legislature, which, although not directly the outcome of this inquiry, shows the influence of the facts made public.

Incidental to the tenement-house investigation an inquiry into the conditions in the bakeries was carried out, which proved to be instrumental in the passage of a bakery law that may be classed as one of the best in the United States.

About the time of the bakery investigation the ice men of Providence raised the price of ice to a point that brought forth protest from all parts of the city. Our activity resulted in a compromise, which, although not satisfactory to the large consumers, placed the rates for small consumers where they had been during the winter months when ice was sold at low prices.

Step by step we were induced to take up one public question after another and depart more and more from a

strictly settlement program. Recently we organized and financed the first New England Conference on Street Cleaning which was held on the 29th of June in Brown University, and which we hope to establish as a permanent means of discussing from time to time this most important aspect of municipal housekeeping.

Last spring the settlement was given up, and an office in the center of the city constitutes the headquarters of what for want of a better name we called the Bureau of Social Research. The Bureau is an experiment and its name is a makeshift, but its work has already gained the approval of the public and the backing of the local press.

The main scope of our present work may be stated as follows:

1. To promote efficiency and economy in city government.
2. To promote publicity in city affairs, and create a wholesome and permanent interest in city administration.
3. To collect, classify, analyze, interpret, and publish facts concerning city administration and government which would lead towards coöperation, reorganization and extensions of city departments best fitted to the needs of the community.
4. To act as a bureau of information on matters of municipal and social welfare.
5. To suggest, frame and press legislation leading towards the improvement of social conditions.
6. To coöperate with charitable and philanthropic agencies in bringing about reforms or in increasing facts necessary for the efficient service of such agencies.
7. To promote education on matters of civic character among the people of the city and state.



The Social Significance of Clean Streets*

By Edward T. Hartman

I think we may safely say that the outward aspect of a community is the badge of the public spirit of the people of the community. If the general aspect is dirty and slovenly it is a safe indication that the people are dirty and slovenly. The streets, perhaps more than anything else, indicate the real character of a place. They are in a sense the hallways of the community home, and more readily than anything else indicate to the visitor what a place is like.

Dirty streets come into very close relationship with the life of the community and, because of this fact, have a social significance seldom appreciated. Tuberculosis and the whole range of zymotic or filth diseases are often caused and always aggravated by dirty streets. The whole campaign against tuberculosis ought to center itself on the question of streets, proper housing conditions, recreation spaces, and other movements that will tend to decrease the number of cases of tuberculosis and to cure the cases already started. The dust of the street, moreover, has a strong influence on the general life of the community. From the commercial standpoint it is the cause of much loss through its injury to buildings, statuary, fabrics in the homes and stores, and in many other ways.

Another strong point from the social life is that there is a very direct relationship between the poor and the streets. The homes of the poor are too seldom attractive enough to hold the people in them, especially during the hot months, and they naturally take to the streets and will continue to do so until proper open spaces are provided. The filth and dirt of the streets has a direct influence on these people. It increases the dirtiness of their homes, decreases their health and vitality, and decreases their general esthetic standard.

We need to learn in this country something of street construction and decoration. Take the construction side alone and one may see anywhere the loss of hundreds of thousands of dollars, much annoyance in

the increase of filth and dirt, through improper construction and improper methods of providing for street utilities. A street is torn up for a new street car track, and is no more than relaid when it is torn up for resurfacing, then for wires, then for gas mains, water mains, and so on throughout the entire list.

The decoration of the streets as well as their construction has a strong social significance. If a street is unattractive it baits dirt as will any rubbish heap. A man will not throw a piece of paper on a clean street, whereas he will without hesitation, throw it on a dirty one, and he generally throws it where there is other dirt. Thus the accumulations grow. Properly decorated and properly kept streets will develop public opinion, and lead to their own cleanliness.

The main need perhaps from the social point of view is for clean streets. Most of our cities have a fair percentage of their streets reasonably well made, but the lack of public spirit and intelligence on the part of the people leads to accumulations of dirt which produce a great part of our difficulty. We need to reach the young people through such methods as were developed in a school in Brookline, where the school was organized, through two representatives from each room, into a good citizenship class, which kept the streets clean. To each child was assigned a beat, and they at first found that they were picking up lunch papers, exercise papers, etc. The supply of these was quickly stopped. They then had to proceed with their educational campaign to their parents and older brothers and sisters, with the result that there was a substantial change in the appearance of the entire district. It is more easy to educate the children than the adults, but every possible form of educational campaign should be established and persisted in and carried out.

The streets in many respects bear on the social life of the community, and until our streets are better constructed and more carefully maintained we cannot claim for ourselves a high degree of intelligence or a progressive public opinion.

* A paper read before the First New England Conference on Street Cleaning, called by the Bureau of Social Research of Rhode Island.

The Bacteriology of Street Dust*

By Professor F. P. Gorham

Bacteriologist Providence Health Department

Street dust and bacteria go hand in hand. Made up as street dust is in so large a part of surface washings, refuse of one sort and another, and animal droppings, we should expect its bacterial content to be high, and actual examination proves this to be true. But unfortunately we have come to think that the word bacteria always spells danger and disease. We must continually keep in mind, however, that harmless bacteria far outnumber the harmful ones, and it is but rarely indeed that we find the latter present in the dust of our streets. Nevertheless the consideration of the possibility of infection arising from this source is certainly justifiable.

The amount of dust, and consequently the number of bacteria, in the air in any given locality is dependent first on the presence of air currents of sufficient strength to lift these small particles into the air (for bacteria no more than the dust have motive powers of their own to lift them), and second on the character of the surface from which the particles may be lifted. Of course a hard, clean dust-free surface, or a moist or oiled surface, or one covered with vegetation, will contribute very little to the dust of the air. The dry, dirty surface will on the other hand contribute generously to every air current that passes. This explains why there are fewer bacteria in country air than in city air, fewer in mountain air than in that of the lowlands, and why the air of midocean is practically germ free.

It has been found that in the city of Boston in winter there are some 10 or 15 bacteria in every ten liters of air and about one-half as many molds. In London, about the Houses of Parliament, 42 per liter were found, although at the top of London Tower there were only about one-third as many as at the ground level. In the middle of Paris the average per liter was about 4. The average number of bac-

teria in the air out of doors, then, is perhaps about one in every ten liters, and from this fact Flügge estimates that a man during his lifetime of seventy years inspires about 25,000,000 bacteria, which is not more than the number which one drinks every time he takes a quarter of a liter of fresh milk. Living germs have been found in the air as high as 4,000 meters, although the number is much smaller above 500 meters than below that altitude.

Gravity, of course, is acting continually to cause these germs in the air to settle out; but an ordinary bacterium with a radius of about 0.0001 centimeter should fall through quiet air at a rate a little under 0.012 centimeters per second, or about 17 inches per hour. Therefore it would take a very long time, even in still air, for the germ content to disappear, and every passing current would serve to hinder the process. Every rain or snow fall, however, serves to sweep the air clean of its contained dust and germs, bringing them down to the surface again, and giving us clean, pure air after every storm.

But most of these bacteria of the air are harmless germs, which have little if any effect upon us. There is very little likelihood of disease-producing organisms being present in the dust of the streets. The process of drying and the exposure to light, and especially to sunshine, is extremely detrimental to the disease-producing micro-organisms. The very processes which tend to produce dust are the very processes which destroy bacteria. We know that virulent tuberculosis germs have been found in the expectorations on the sidewalks, at least while these expectorations were still moist. But we also know that the tuberculosis germs are more than ordinarily susceptible to destruction by exposure to light, and quickly die when dried. Experiments seem to show that it is the exception to find these germs in the dried dust of the streets.

The spores of tetanus or lock-jaw are fairly common in street dust. We should

* A paper read before the First New England Conference on Street Cleaning, called by the Bureau of Social Research of Rhode Island.

expect this as they are found more or less commonly in the intestinal canal of horses. The spores are not destroyed by exposure to light nor by drying. These spores, however, can only cause the disease when they find entrance in some way beneath the skin or mucous membranes of the body along with a considerable amount of foreign matter. Swallowing them or inhaling them would probably never cause the disease. Their presence in street dust may then be neglected.

There is no evidence to show that any of the other communicable diseases are carried by dust. The germs which cause most of these diseases are delicate organisms, easily destroyed by unfavorable conditions such as would hold in the dust of the streets. While we hear much about the air-borne character of such diseases as influenza and pneumonia, it is very probable that they are not air-borne at all, but are spread by more or less immediate contact, or perhaps in some cases by means of the spray from the mouths of infected individuals, which often is distributed for considerable distances through the air by coughing and sneezing. It is very improbable that the germs of these diseases or other similar ones would live for a sufficient length of time under the conditions necessary for them to become dried and thus get into the street dust. On the whole then I believe that the danger of direct infection by disease germs in the street dust is extremely small. There are other and more real dangers in the dust however.

The breathing of particles of dust, particularly if that dust be the result of such trades as iron filing, stone working, the dust of flour mills or coal crushers, and I suppose also to a certain extent if that dust be the detritus from the stone road surface, is sooner or later injurious to the delicate membranes of the throat and lungs. Inflammation follows the constant irritation of the dust, and an opening is thus made for the disease-producing germs, that are always lying in wait for a chance to enter the body. When the influenza and pneumonia germs are being passed about from mouth to mouth and nose to nose, he whose mucous membranes have been prepared for the entrance of the germs by this preliminary irritation is the one soonest infected. He who has a healthy mucous

membrane, unaffected by the irritating dust, is the one who escapes infection. *Dust, therefore, while not carrying disease, is preparing the way for it, and this amounts to the same thing in the end.* Although our noses are so constructed that they can remove for us a certain amount of the dust from the air which we breathe, yet we must not overwork these protective devices. Continual bombardment by dust particles will eventually break down our protection.

Another real danger in street dust arises from the fact that we have not yet gotten by the stage where we find it necessary to expose many of our foods, especially the fruits which often are eaten uncooked, on counters, in open windows, and even on



ELECTRIC SPRINKLER AND SCRUBBER IN USE IN BERLIN

In front is a storage battery; in the middle a tank for water, which sprinkles the dust in advance of the scrubber (at the back), which is composed of rubber strips that really clean the surface.

the sidewalks. The filth of the street and the bacteria on it find their way to these foodstuffs, not only by being blown through the air, but by means of flies, and by the handling of the passer-by. While such an infection of the food by dust may not usually be dangerous, yet undoubtedly many of the germs in the dust are those of decay and decomposition. Those carried by flies and the hands of the public, however, may very likely be disease-producing. At any rate, whether dangerous or not, the practice is a filthy one to say the least, and should be abandoned at once.

Moreover the filth of the streets may find its way into our houses on shoes or trailing skirts. This is probably a far more serious matter than that of the air-borne germs. Moist filth, in which the bacteria are not yet dead, especially the sputum of

tuberculosis sufferers, may thus, while fairly fresh and teeming with dangerous germs, gain entrance to our homes and infect those living there. The eastern custom of removing the shoes on entrance to the house would not be a bad sanitary precaution, and the prevention of sidewalk expectoration is also a move in the right direction. Clean streets and sidewalks would in a large part do away with this danger altogether.

I know of no investigations yet reported which show the effect of oiling upon the bacterial life of the streets. I am inclined to think that the oil used would be destructive to bacteria. And while I cannot go as far as some in claiming that a general reduction of the death rate in cities where oiling is practiced is due to the destructive action of the oil, yet I do believe that the breeding of flies and mosquitoes and the disinfection of the street dust may be largely affected by it.

The washings from the streets that find their way to the sewers, at least to the storm sewers, and then perhaps into our streams and tide waters may also be a source of danger. The colon bacillus which is taken as the index of sewage pollution is as abundant in the intestines of the horse as in the human. Organisms from the two sources are usually indistinguishable. If the street washings get into the water-courses which are later to be used for drinking purposes, or into the tide-waters which are used for shellfish cultivation, they are

as much a pollution as is domestic sewage. While perhaps not as dangerous they are fully as filthy. There is no more sanitary justification for allowing storm water from the streets to pass into our water-courses or tide-waters than there is for allowing domestic sewage to flow in without proper treatment. Both should be properly disposed of according to modern methods of disposal.

In conclusion, then, we must say that bacteriological evidence shows that there is little danger of dry street dust carrying infection; that the bacteria present in it are harmless as far as the production of disease goes, but that they are filthy and may cause decay and decomposition; that the public is justified in demanding air to breathe which is free from dust and filth, not because of the immediate danger of disease therein contained, but because of the fact that pure air is a general sanitary requirement; that there is an element of danger in the moist and recent filth of the streets because of the likelihood of its being tracked into our houses where it may cause disease; that the street washings should be properly disposed of, according to modern methods of sewage disposal. All of these things can be attained with a moderate amount of trouble and expense: first, by preventing as far as possible the pollution of the streets, and second, by giving careful attention to the proper cleaning of the streets and sidewalks.



The Conning-Tower

Arthur H. Grant, Editor

The Value of Machines and of Men

In these days when many magazines have beaten the yellow newspapers at their own game of exaggeration and over-statement, it is refreshing to read an article like the one by Professor Gorham, who writes upon the assumption that American men and women are not children who need to be scared into decency by squadrons of boggy bacteria. The plain facts which make dusty or muddy streets a standing menace to health are quite sufficient in themselves. From the watches in our pockets to the great engines which drive the ocean liners from port to port we take infinite care to protect the working parts from dust. We even carefully wash the outside of our bodies where dirt does comparatively little harm, while we breathe and eat dust with unconcern. Our organs of defense against dust have not kept pace with our creation of dust in cities. So unless a man is worth less than his watch or his automobile we must in common sense protect ourselves from dust. The only way to do this is to get dustless streets; and, measured against the disease and death that spring from dirty streets, the cost is small, even though the figures in dollars may be large.



Higher Taxes or Higher Grade Officials

"Yes, but this means higher taxes," comes from a chorus of readers. Not necessarily. In the first place it does not cost much more to have streets really clean than half clean—if you go at it right. A prime requisite is, of course, to have streets so surfaced that they are not dust producers. The next thing is to have cleaning implements that really clean instead of removing merely a major fraction of the dirt. And the third item is to have street workers who are earning their wages; and the only way to accomplish that is by having it thoroughly understood that if they don't they will be discharged, and that no political pull will be strong enough to get them back on the job. Under the system of government in vogue in most of

our cities the waste of money in unearned wages and salaries and in purchases of inadequate apparatus and of material at far more than its market value is quite sufficient, properly spent, to build streets right, keep them really clean, and have a good margin for other improvements. But this saving is not likely to be made under our present system of city government, where the executive power is divided between a mayor and council, who regard the service of the city as an avocation, not as the business of their lives, and whose tenure of office is usually too brief to enable them to master the highly complex duties of their position, no matter how earnest they may be to do so. This situation is made worse by the fact that in many cases they share their responsibility with other elected officials. The only way in which we can secure our money's worth for the taxes we pay, is to elect a few men who shall have large responsibility and adequate compensation, and by whom all other officials shall be appointed and may be removed for cause. This seems to be accomplished by the commission form of government, though that is not the only form of responsible city government that is possible.



The Need of Knowledge

In one of our articles which shows what civic devotion on the part of a small band of women will accomplish, if they do not become weary of well-doing, there is a clear example of the need of knowledge. Lacking the knowledge of the evils of public drinking cups they have recently provided them for a fountain in their city park. When certain infectious diseases become epidemic among horses in any city the water is shut off from public watering-troughs to prevent the spread of the disease. This has been done for years; but it is comparatively recently that the similar dangers of the common drinking vessel have been understood. The invention of the "bubbling drinking fountain," where the lips touch nothing

but the water as it comes from the pipe, entirely obviate these dangers to humans. We hope to hear soon that these faithful civic workers have withdrawn their gift, and brought their city fountain up to date.



An Expense That Pays

Some readers may be disappointed because articles like the one on sewage disposal in this issue do not indicate a definite plan for cities to follow. If they did prescribe a panacea we would not print them, because they would be as misleading as the claims for certain patent medicines. All we can hope to do is to arouse an interest on the part of our readers in having their cities up to date in such matters, and to leave them with the conviction that the best expert advice is the cheapest in the end. This is a day of specialism in engineering as in medicine, and it pays well to employ as a consulting engineer one who devotes himself to one branch of his profession. In most cases he will save the amount of his fee many times over.



The Newspaper as a Civic Leader

The writer of the leading article in this issue pays a high tribute to the civic work of a newspaper. While the *Dallas News* is by no means the only paper that is waging a consistent and persistent fight for civic betterment it is unfortunately true that such a course is exceptional. It is always easier, and often apparently safer, to confine one's civic editorials to pointing out the faults of administrations to which one is politically opposed. Constructive civic leadership demands from the editor a thorough study of the subject as well as the courage to drive his pen through the prejudices of the many and the privileges of those who fatten on our present system of municipal government. He must also be broad and wise enough to realize that he is not waging a warfare on individuals, but on a system, and that apparent incompetency or even some sorts of graft are less a matter for the rebuke of individuals than for the finding and removing the causes of incompetence and the temptations to grafting. There are many daily papers that have the power to

redeem their cities, and to an editor who has any real sense of civic loyalty such an opportunity must offer the highest of all rewards—the consciousness of having in the best sense been a public benefactor.



Respectable Robbery

In the "good old times" in New York on the somewhat rare occasions when false scales and measures were discovered they were broken up. Under the present administration so many were found that this method was abandoned as taking too much time, and thousands of them were loaded on scows and dumped in the ocean. This does not mean that dealers had suddenly become more unscrupulous, but that officials had become more scrupulous. While the credit of ferreting out the facts that led to this wholesale destruction is due to the Bureau of Municipal Research, equal credit is due to Commissioner Clement Driscoll, of the Department of Weights and Measures, who so relentlessly pursued the respectable thieves who robbed the poor as well as the rich, and to Mayor Gaynor who appointed a man of Mr. Driscoll's character, and who stood behind him when big men resented the interference with their petty thievery. Such activity and backbone have been so conspicuously absent from the municipal offices of this city in the past that it seems unlikely that under former administrations the evidence produced would have brought about any startling results.



The Cities' Roll of Honor

Now that the fall subscription season has got fairly started there are likely to be each month as many changes in this roll of honor as there were in September. The new cities are Kingston, Newburgh and Poughkeepsie, N. Y., and Williamsport, Pa., which take fourth, fifth, sixth and tenth places respectively. Grand Rapids, Minneapolis, Washington and Memphis drop out. The order now is: New York, Rochester, St. Louis, Kingston, Newburgh, Poughkeepsie, Philadelphia, Los Angeles, Boston, Williamsport, Chicago, Providence, Norwich (Conn.) and Pittsburgh, Denver, Tiffin (Ohio).

City Tree Planting*

By T. Glenn Phillips

Landscape Architect

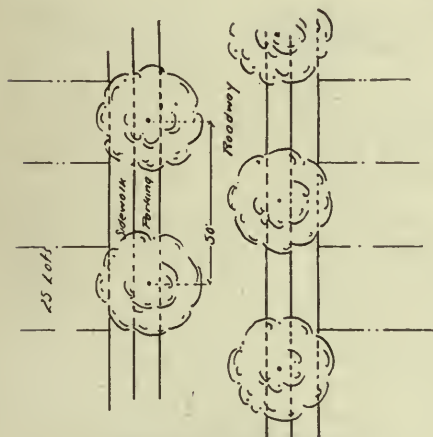
Cultivating and Planting

Having considered the design and selection of our street trees, we may now give our attention to the further considerations of planting and care.

Trees, to be healthy and luxuriant, must grow as any other plant in good soil, and unless this is naturally very rich, the trees should be planted in good-sized tree pits, from which the sand and gravel have been removed and replaced by good soil and fertilizer. The size of these pits varies, of course, with the kind of tree. Large grow-

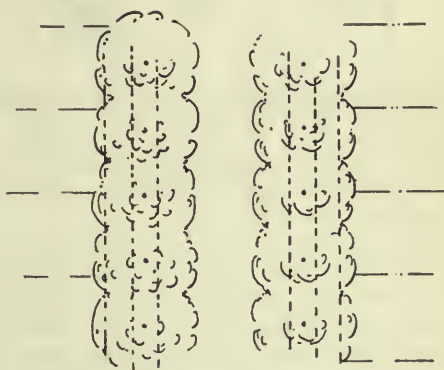
Planting may be done in either the spring or fall, but where large trees are to be moved, winter is better, when they may be moved with a frozen ball of earth. To many large trees serious damage is often done by the use of clamps, causing bark injuries, which injuries may not appear, however, for several seasons afterwards. To guard against this carelessness of tree movers, the moving should be done under the oversight of reliable and conscientious superintendents.

The proper spacing of trees is equally as



SUGGESTED TREE SPACING

ing trees require larger pits than smaller ones, and gross feeders making higher demands than slower growing ones. If it is always remembered that trees are planted for the future, and if well planted, may last many years, the matter of slight additional present cost should not be seriously considered. For trees like the elm and oak, the pits should be not less than eight feet in diameter, and four feet deep. For maples, planes, etc., a minimum of six feet in diameter, and for small trees, like horse chestnuts and hornbeams, a five or six-foot pit is sufficient.



PRESENT IMPROPER SPACING

important as proper planting, and the tendency is generally to plant much too closely. When it is considered that a mature elm or oak can spread seventy feet, and that maples commonly spread from thirty to forty feet, it is very evident that the spacing of trees, as on many of our streets in Detroit, at twenty-foot intervals or less, is absurd.

On very narrow streets the trees should be planted even farther apart than necessary for growth, in order to prevent excessive shutting out of light and air.

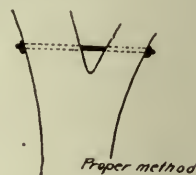
The great majority of the east and west residential streets in Detroit are especially unfortunate in the matter of spacing. These streets, none too wide even under proper

* Report No. 1 of the Detroit City Plan and Improvement Commission. Concluded from the September issue.

conditions, at present with their two rows of crowded trees, give the general impression of congestion. In warm weather their solid lines of dense foliage prevent the free movement of the rather faint breezes and are really unhealthful. It would greatly improve such streets to have trees spaced at not less than fifty-foot intervals and alternately placed on the opposite sides of the street, as illustrated in the diagrams.

Sometimes trees are planted closely for immediate effect, but this is a dangerous practice, as when the time arrives for thinning, public outcry against sacrificing the trees may very likely prevent its execution.

The normal spacing of trees on streets of ordinary width depends on the variety of tree used. Elms and oaks should never be planted at less than thirty foot intervals, while fifty feet is better. Maples, planes, etc., may be planted from thirty-five or



forty feet apart, poplars not closer than twenty-five feet, and hornbeams and horse chestnuts twenty feet.

The question as to what constitutes the most efficient size of tree to plant is a variable one. If large trees are planted much time is saved and an immediate effect is secured, but they take hold slowly, and it is doubtful if they ever make as healthy trees as when smaller ones are used. For the best results, most trees should be planted when not over two or three inches in diameter, but if the city owns its nursery and the trees are there carefully root pruned, they may be used up to eight or twelve inches in diameter with success.

Care and Protection

After the trees have been selected and planted they must still remain a constant care if they are to continue successfully. Abuse, insects, disease, and physical injuries must all be guarded against.

In great part, such care and oversight must come from the city tree authorities, whatever method of control may be practised, but it should be borne in mind that

the tree laws of any community cannot be thoroughly effective unless the public is familiar both with the regulations themselves and with the sources of injury which they seek to prevent.

The sources of injuries are various. Those which are easiest preventable, being those caused by misuse or neglect. In country and suburban districts, as well as within the city itself, the ruthless work of telephone and electric light companies, in clearing the way for their wires, have done much to seriously and permanently disfigure many valuable trees. Such outlying roads, especially on the outskirts of cities and towns, sooner or later become suburban streets, when the trees capable of furnishing a valuable adjunct to such streets, very often are found injured beyond redemption and must be cut down and replaced by younger trees at a great loss of both money and time.

The custom of nailing advertising posters and sign boards to trees is another fruitful source of injury. Not only do the signs belittle the imposing effect of the tree, but more or less harm is done to the bark, which gives chance for disease to enter and ultimately destroy the tree. Again valuable trees are often sacrificed by house movers. To remedy these evils there should be a law forbidding all tree cutting or mutilating except by special permit from the park authorities of the city, county or state having charge of the district.

Many injuries occur to trees in the course of construction work. Here lumber, brick, etc., may be piled around the tree trunks, guy wires improperly attached or grading carried on over the roots.

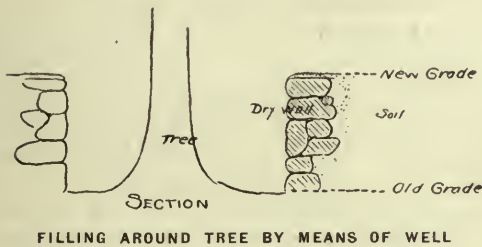
The piling of lumber or bricks, etc., around trees, injures and bruises the bark, and thus permits easy access for rot, decay and the various fungus diseases.

If guy wires are attached directly to trees their pressure causes them to cut into the bark and so shut off the supply of sap in the inner cambium layers and cause death.

If small strips of wood be placed between the wires and the bark, the pressure is distributed, and so the injury to the inner bark is lessened.

Girdling also occurs when iron bands are placed around trees to prevent the splitting off of branches. This purpose may be equally effected by iron rods without danger to the tree.

Where filling must be done around trees, great care should be exercised, since it is not generally known that to raise the grade more than three or four inches around the base of a tree will often kill it. Therefore, where possible, trees should be moved to meet the new grade, and if not the tree should be welled around. Porous filling to permit the air to reach the old surface, and drainage in the filled area or occasional dry well air shafts to accomplish the same pur-

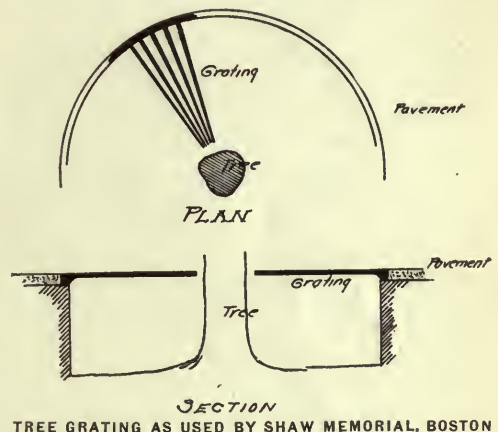


pose, might be substituted for welling if desired. (See diagram). Property owners, if cognizant of all these dangers, can in large measure prevent them on the part of contractors, either by expostulation or by obtaining from the court an injunction until the proper investigation can be made by the city authorities.

Ignorance and carelessness are responsible for many injuries to trees, often even in connection with trees which are within the cities' own control. This is most commonly shown in the treatment of trees growing in the sidewalks. Pavement above the roots, even when an unpaved area of a foot or more on all sides is left, shuts out the water supply, and may cause serious injury to the tree. A tree's roots spread nearly as far as its branches, and it should receive water over a correspondingly large area. That such damage is due to ignorance and might often be guarded against by more general knowledge of tree conditions, is shown by a specific instance which recently came to my notice. A prominent citizen of Detroit, a man noted for his civic pride, caused a

sidewalk pavement to be carried entirely over the roots of some splendid elms.

Where narrow streets demand that traffic must be carried over the roots of trees, iron gratings, which will permit the water to reach the roots, should be used in place of pavement, care being taken that the ring around the trunk be kept sufficiently large to prevent girdling. A clever form of such grating is that used around the two elms in the Shaw Memorial in Boston. This is formed by a number of iron rods forming an outside ring, which radiate in towards the tree. Thus, in the event of the tree growing over the rods, the spaces between will prevent girdling. (See diagram.) A similar form of grating is much used in Germany and France. Where small-sized



TREE GRATING AS USED BY SHAW MEMORIAL, BOSTON

trees are planted, a one-piece grating may be used, provided the central ring is large enough to permit future growth of the tree.

A source of damage to trees, rather little known, is that caused by putting on cotton, soaked in kerosene, as a protection against insects. The oil blisters the inner bark, causing the outer bark to drop off a year or two later. A number of valuable elms have recently been injured in this way in Detroit.

The injuries caused by insects and disease, being more conspicuous, are better understood, and already much has been done to combat them. All trees should be inspected both spring and fall, the diseased portions removed, and insect nests and cocoons destroyed. To guard against the various rusts, mildews, leaf blisters, etc., the dead leaves should be gathered in the fall and burned. In addition, one or more

sprayings should be given in the spring or early summer, and special spraying when insect pests, like the tussock moth, are to be guarded against. All spraying should be in charge of a man thoroughly cognizant with the diseases and insect pests peculiar to the various trees.

Bands or straps placed around the trunks of trees early in the spring are considerable protection against the ravages of caterpillars and various insect larvae. Elm trees may be largely saved from the elm beetle by the use of bands of sticky substances placed three or four feet from the ground which prevent the ascent of the wingless female.

Pruning

Judicious pruning may do much to improve the appearance and health of many trees. Some trees like the poplars are soon killed by excessive pruning. Hornbeams and Oriental planes will stand much pruning, and may, if desired, be trained into formal effects for street work. This is often done in Europe and effective examples are seen in some French Avenues and in the clipped tree canopies of the Swiss villages. Pruning may be done at the time of the fall or spring inspections, and at such times all dead or weak branches should be removed, unsymmetrical and excessive growth corrected, and where root conditions are poor, the balance between root and branch growth carefully kept. The wounds made by such pruning should be treated with paint or tar. Pruning for formal effects may be done throughout the year, as required.

It is important that all pruning operations, like the spraying or planting, should be under expert supervision. Trees should never, except in the case of young specimens, be pruned from the top, as is so often done, in order to stimulate head growth. This custom, no doubt, arose in the old days when trees were brought from the woods to be planted in the open. Such trees having grown in shade and closely crowded, had put forth top growth at the expense of side growth. When moved into the open with different conditions the long leader was of necessity pruned off to restore the tendency of side growth and give a compact and bushy head. Where trees are grown in nurseries as most street trees are to-day, and there properly pruned, it is unnecessary to prune when transplanting, except

to round out the head or cut back excessive root growth.

If the tops of trees are cut back, the natural effect is lost and the beauty destroyed. Cut out, but do not mutilate.

An interesting form of pruning is the severe tree surgery which may be used when trees have been badly shattered by wind storms. In such cases three-quarters or more of the head may be pruned off, to remove injured portions and restore symmetry. Such trees, of course, never quite regain their original beauty, but it is often much better to do this than to cut down the tree and lose a valuable landmark. There are some fine examples of old trees in the Arnold Arboretum, Jamaica Plains, Mass., which Dr. Sargent has restored in this manner after serious hurricane damage was done.

In addition to the general care, pruning, etc., young trees should be protected by tree guards from injuries by animals or people. Injuries to young trees not only mar their beauty, but provide spots at which many years afterwards disease may find entrance.

Legislation and Control

In order that all the ideas of city tree planting, as are herein recommended, may be carried from the theoretical into actual practice, it is necessary that there be some general oversight by the city, and the whole matter controlled by some central authority.

To quote from Charles R. Lamb, Secretary of the American Tree Planting Association:

"There will, however, never be a satisfactory planted street in our city or in any other until either the very autocratic system of a centralized government, like Washington, is followed, or the laws are so recast that a city itself can (under proper regulations) authorize the planting of trees throughout an entire street, indicating the regular points along the sidewalk for such planting, controlling the selection of the trees as to those best adapted to thrive under city conditions, and finally making the charge for the trees, either as an assessment against the property in front of which the trees stand, or a general assessment against all the property along the street so beautified."

There are different methods of exercising such control, depending altogether upon the park organization of the city. Such control should be in the hands of park authorities, whether a park board as in some cities, or single commissioner as in Detroit. Where

there are a number of commissioners it would be advisable perhaps to have a sub-committee of forestry to have charge of the tree-planting department. The work would in all cases be carried on by an annual appropriation included in the park budget. A forester or superintendent should be employed, as is often done, who should have in charge all matters of care, planting, combat of diseases, etc., and professional advice in the matter of design could be furnished by the landscape architect retained by the city.

The authority of the commissioner or committee should be absolute in deciding how, where, and what trees should be planted on all streets, boulevards, squares, play-grounds, parks and parkways. Also he would have power to thin existing growths of trees which are too crowded, and to remove undesirable tree plantings and replace them with more suitable ones. The commissioner or committee would further have power to compel private owners to follow out the established policy of a street in regard to kind, size, and spacing of trees, and to comply with proper planting regulations and care. He would also dictate what trees shall be planted by real estate companies upon new allotments before such shall be received into the city limits. He would have the oversight of all combat of disease, pruning, spraying, etc., and where private owners do not take proper care of their trees, he should be able to have all trees cared for at the owner's expense.

It is also suggested that the city maintain its own nurseries for the propagation and growth of trees and shrubs for street, boulevard, and park use. Immediate effects can be thus secured at a greatly reduced cost. The benefits accruing from such a city

nursery would be not only to insure the kinds of trees which are in harmony with the general scheme of city planting, but also to assure vigorous and healthy trees and proper care and attention during the early stages of growth.

The existing evil of high street tree mortality can be greatly reduced by obtaining nursery grown trees in preference to those collected from the woods by tree movers. Nursery grown trees being properly root pruned can be transplanted without great loss. On the contrary, large trees brought from the woods can only be used successfully when great care and attention are given. As commonly planted this is not the case. They are usually guaranteed for a period of two years only, during which time the property owner gives the tree little or no attention. Now a tree uncared for in adverse soil may live through the first year upon the sap existing in its own root ball, and may even survive in a sickly condition the second summer only to die the third. Such trees, if given careful attention during the first few years, might live to a healthy maturity.

The following tabulated list comprises a few of the better trees for a city planting: trees which are hardy, and one or more of which will usually be found to meet the required conditions in any case. The figures regarding height and age depend, of course, upon varying conditions, and at best are only approximate. The use of these trees, as recommended above, is suggested by number as follows:

No. (1) For Business Streets.

No. (2) For Avenues.

No. (3) For Residential Streets.

No. (4) For Parkways and Boulevards.

No. (5) For Country Roads.

Name.	Scientific Name.	Use.	Height.	Age.	Spacing.	Growth.	Peculiar Troubles.
American Elm.....	Ulmus Americana.....	2, 3, 4	120 ft.	200	50 ft.	Medium	Elm Beetle, Mildew.
English Elm.....	" Campestri.....	2, 3, 4	100 "	200	35 "	"	"
Hard Maple.....	Acer Saccharum.....	2, 3, 4	120 "	100	35 "	Rapid	Tar spot, Leaf spot.
Norway Maple.....	" Platanoides.....	2, 3, 4	80 "	100	35 "	"	"
Oriental Plane.....	Platanus Orientalis.....	2, 3, 4	80 "	150	35 "	"	"
American ".....	" Occidentalis.....	5	120 "	100	50 "	"	"
Black Oak.....	Quercus nigra.....	3, 4, 5	150 "	300	50 "	Slow	Bark peeling with age.
Red ".....	" rubra.....	3, 4, 5	150 "	300	50 "	"	Mildew, Leaf Blisters.
Scarlet ".....	" Coccinea.....	3, 4, 5	150 "	300	50 "	"	"
Pin ".....	" Paulstris.....	3, 4, 5	150 "	300	50 "	"	"
White ".....	" Alba.....	4, 5	150 "	300	50 "	"	"
Horse Chestnut.....	Aesculus Hippocastanum.....	1, 2	60 "	100	30-35 "	Rapid	Tussock Moth.
Hornbeam.....	Carpinus Caroliniana.....	1, 2, 4	40 "	100	25-30 "	Slow	"
Carolina Poplar.....	Populus Carolinensis.....	3, 4, 5	60-80 "	20-30	25 "	Very rapid	"
Locust.....	Gleditsia triacanthos.....	3, 4	110 "	75	50 "	Medium	Borers.
Tulip tree.....	Liriodendron Tulipifera.....	3, 4	150 "	100	50 "	"	"
White Birch.....	Betula Papyrifera.....	4, 5	120 "	150	35-50 "	"	Borers.
River ".....	" Nigra.....	4, 5	50-90 "	150	35-50 "	"	Borers.
Black ".....	" Lenta.....	3, 4, 5	60-70 "	100	35 "	Rapid	Borers.
American Beech.....	Fagus Ferruginea.....	4, 5	120 "	200	50 "	Very slow	"

American Society of Municipal Improvements

By A. Prescott Folwell

With the increasing growth of cities and realization of the importance of municipal affairs there have come into existence a number of societies whose membership is composed of those who take an interest in such affairs, generally as citizens, but in some cases as office-holders. Among the latter may be mentioned comptrollers and, more recently, mayors. Several of these societies have been described in former issues of *THE AMERICAN CITY*.

In 1894 Mr. M. J. Murphy, Street Commissioner of St. Louis, Mo., was impressed with the desirability of some organization through which officials having supervision over or control of the public works of municipalities throughout the country could exchange ideas and information concerning methods and details of constructing and operating such works. By correspondence he found that there was considerable interest in the idea and on September 19, 1894, about sixty officials, representing thirteen cities, with whom he had corresponded, met in Buffalo and there organized the American Society of Municipal Improvements. These officials included twenty-eight members of Boards of Public Works, seven Councilmen, seven Street and Sewer Commissioners, a Mayor and six City Engineers, the remainder being made up largely of minor officials with a few citizens who occupied no office. This first meeting was practically one of organization only, and the first convention at which there was an interchange of information in the way of discussions and papers was held the year following at Cincinnati. For three years the membership

continued to increase in a very encouraging way.

One obstacle to retaining members already obtained was the temporary nature of municipal official tenure; one striking illustration of this being the fact that during the very first year of the Society's existence its organizer, Mr. Murphy, went out of office and ceased to be a member. As the position of city engineer is in many cities the most permanent one, and as he is practically the only one whose official work is likewise his life's profession, it was

but natural that the proportion of the members who occupied that position should increase, and by 1897 nearly one-fourth of the membership consisted of city engineers.

During the following two years the membership rapidly fell off, largely due, it is believed, to the dropping out of those members whose interest in the Society had never been very great. For the next five years the membership remained about constant, although the work done by the Society was still of the highest class, and the papers con-

tributed and published in the proceedings during those years commanded the respect of all municipal engineers, and are still referred to by those who are engaged in research work.

During these years the Society was apparently "finding itself," and with the tenth year there came a sudden renewal of interest, indicated by an increase of membership of nearly 100 per cent in the next two years; and this increase has continued with greater or less uniformity, the membership having increased more than 300



JULIAN KENDRICK
President American Society of Municipal Improvements

per cent in five years. With this increase has come more or less of a change in the character of the membership, in that the number of city engineers and superintendents of streets, sewers, water and other municipal utilities increased much more rapidly than did that of mayors, councilmen and others only indirectly connected in an official capacity with actual construction and operation.

The idea of the founders of the society included, among other advantages, that of an interchange of ideas between those who appropriated the funds and made the laws on the one hand and those who actually spent the money and executed the constructions on the other. This is still retained as one of the valuable features of the society, although it must be confessed that much the greater interest is displayed by the so-called practical men, and most of the papers are contributed and discussed by these.

The benefits derived from membership in the society are those which are found to be contributed by most organizations of similar nature, and consist in an increase in information of acquaintances among those engaged along similar lines of work, and opportunities for that class of advertising of one's work and abilities which is recognized as legitimate among all professions in that it is incidental to the conferring of benefits on fellow members by the contribution of information acquired through experience, or of descriptions of work designed or executed which may offer suggestions to others engaged in similar work.

The papers and discussions at the conventions are published annually and sent to all members; and these proceedings constitute a library of such value that the secretary is being continually called upon for back volumes, some of which have been

entirely exhausted and are now out of print. There is also given at each convention, by the associate members, an exhibition of appliances and materials used in municipal constructions, such as paving materials, sewer pipe, water meters, etc., which is of great interest and value in giving members exact information as to the latest improvements in these lines.

In addition the society maintains what is known as a Clearing House of Municipal information, the aim of which is to furnish to members information concerning conditions in other cities throughout the country. For instance, at the request of individual members information has been collected by the Clearing House concerning the practice of scores of cities in systems of house numbering, in the disposition of city refuse, in the maintenance or construction of asphalt pavements by municipal plants, in the including of alleys in street plans, etc. Data once obtained by the Clearing House are kept for future reference, and thus the duplication of questions and demands upon the time of city officials in answering such inquiries is largely avoided.

Perhaps even more important is the fact that the Clearing House keeps on file a list of practically all the municipal officials of the country, and is thus in position to apply to the necessary officials in person for the desired information.

The general field covered by the society has been divided up and each branch put in charge of a standing committee, each committee securing for presentation at the conventions such information and data as are necessary and desirable for keeping the membership informed concerning progress along that particular line. The committees now acting, the list of which fairly well indicates the scope of the society, are as follows—Street Paving,



A. PRESCOTT FOLWELL
Secretary American Society of Municipal Improvements

Street Lighting, Sewerage and Sanitation, Water Works and Water Supply, Taxation and Assessment, City Government and Legislation, Disposition of Garbage and Street Cleaning, Municipal Franchises, Municipal Data and Statistics, Park Development and Maintenance, Fire Protection, and Standard Specifications.

Probably the high class of papers which have been presented before the Society and the standing of the members who have prepared and discussed such papers have done more toward establishing for the Society an enviable reputation, and attracting to it members from all parts of the country, than any other one asset to which it can point. A very considerable number, approximately one-third, of the city and consulting municipal engineers of the country are now found among its membership, and this third includes an even larger percentage of those who are the recognized leaders along their respective lines, many of the remaining two-thirds being those to whom municipal work is but incidental and their positions but temporary.

It is the aim of the Society, and one which it feels that its rapid growth during the past five years justifies it in hoping for the realization of, that it shall number among its members practically all officials directly interested in the execution and maintenance of public works, together with a large percentage of others who are less directly interested. This is not with the idea of attaining mere bigness, but because its members realize that the benefit derived by each of them is largely propor-

tional to the numbers of those who can be counted upon to contribute from their experience toward the common fund of information, and also because it believes that it is its duty to bring to the knowledge of all who are eligible to membership the advantages which it has to offer and thus give to all an opportunity to share in such advantages. It is hoped that this outline will serve this purpose and give to many who might not otherwise receive it information which will lead to their sharing in the receiving and conferring of these benefits.

The membership of the Society is divided into two classes—corporate members and associate members. To the first is eligible “any engineer, officer or director, who shall have charge of or supervision over, or be employed as a consulting engineer on, any public or municipal department work.” Any person may become an associate member who is “interested in municipal improvements or work as a contractor or contracting agent or who is a manufacturer or dealer in municipal supplies.” The dues of the Society are kept low, being only sufficient for covering the expense of holding the conventions, printing the Proceedings, conducting the Clearing House of Municipal Information, and carrying on such correspondence as may be necessary. The finances of the Society are in a healthy condition, it having no debts, and a surplus which is increasing slightly from year to year.

The next convention will meet at Erie, Pa., October 11-14. City officials who are not members will be welcome as visitors.



Federal Buildings as a Basis for City Beautifying

By Carlyle Ellis

Three hundred and seventy-five American communities have received new federal buildings or appropriations for them in the last two years, of which two hundred and twenty-nine have not yet been commenced. Fifty-six millions of dollars are now being spent by the Department of the Treasury in building them, besides nearly \$25,000,000 for extensions.

Each one of these communities is receiving something that is at least of architectural significance, a monumental building sincerely intended to be one of the best if not the best in the place.

This suggests the possibility of making use of these federal buildings to forward

mined by local influences. If the body of citizens is indifferent politics are likely to enter in and the building may be "shelved" on a side street among coal yards and second-hand stores where it is out of the way and its beauties are obscured. In town after town you will find just such conditions, and usually you will find the reason lies in some influence opposed to an unselfish public interest. Someone had a pull and a site to sell.

If, however, there is strong public sentiment in favor of the best site that can be secured and an intelligent interest in city beautification almost anything is possible. The government architects are entirely will-



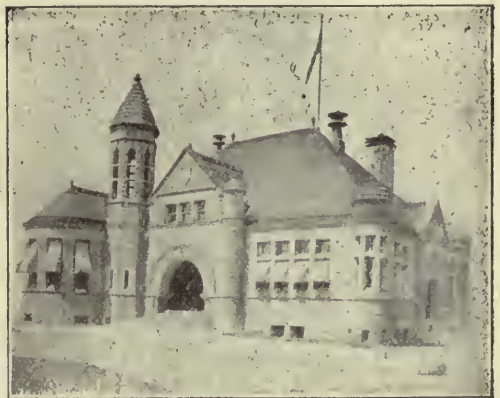
THE FEDERAL BUILDING AT LEXINGTON, KY.
It looks rather like the residence of a rich American merchant, but suggests not at all the dignity of the National Government

the plans for city betterment and beautification which almost every community is considering these days.

Effective centralization is the keynote of city planning, and the federal building in any city or town naturally and inevitably is an important part of any central group that may be planned. Its location therefore is of the utmost interest in every progressive community.

It is the purpose of this article to suggest how the receivers of buildings from the federal government may best take advantage of the gift to better the looks, convenience and prestige of the community.

Obviously the primary question involved is the site. This is a matter largely deter-



THE POSTOFFICE AT LAFAYETTE, IND.
Another example of uneconomic and unsuitable building for the administration of Federal business

ing to coöperate to the fullest extent in plans for the placing of their buildings to the best advantage. It is a matter of professional pride if nothing else.

As a general principle the ideal site for the postoffice and courthouse (if the two are combined, as is now often done) is in a central square facing an important street with adequate parking space around it and the other public and semi-public buildings grouped for convenience in the neighborhood. It might be possible for instance to have the town hall and library in the parked square with the post office and the hotels, theatres and principal business buildings outside and facing it.

Only exceptional conditions will, of

course, permit of such an ideal plan as this. In the majority of cases there must be a compromise, and this compromise will vary for almost every locality as local conditions vary.

It is almost impossible, therefore, to give definite rules that will apply to each case. Except for a few fundamental principles that apply generally the problems of the individual towns are matters for expert advice just as are the problems of architecture in individual buildings.

The fundamental principles are based on practical requirements, and the basic one is convenience. The post-office should be

branch out from it on all four sides. If the town is laid out with radiating avenues or boulevards (as few American communities are) the transportation problem is further simplified. An enormous amount of traffic can thus be centralized without congestion. This plan also gives the most favorable lines of growth, as it requires generally no making over of whole sections, as is so often required in growing towns today.

The importance of a new federal building to a town in its relation to the prevalent (and excellent) idea of city planning may be briefly stated as two-fold: it gives a tangible reason and basis for revision of



THE POSTOFFICE AT FORT DODGE, IOWA

One of the strange misapplications of architecture to a definite purpose

easily available to the greatest possible number of people, and so should the courts and city offices. Streets should be wide enough to carry the maximum traffic of the present and allow reasonably for future growth. The canyon-like downtown streets of New York are examples of what happens when such provision is not made. An important consideration is transportation lines. If many of these converge at the crossing of two ordinary business streets, as is generally the case, there is sure to be congestion sooner or later. The plan of a central square obviates the possibility of congestion, as all lines circle the square or



THE NEW YORK POSTOFFICE

Frequently cited as an example of unsuitable and ineffective Federal architecture

the city plan, always a more or less disturbing though not necessarily a very expensive problem, and it sets a standard of style in architecture for other public and semi-public buildings.

The prevalent styles of architecture throughout the occidental world today are modern interpretations of the Grecian. The most obvious characteristics of these styles, all of which are now known as classic, are the use of Greek columns and the triangular "pediment." Our own Colonial is a classic style which came to us by way of England, where it is known as Georgian, and which in turn came from Italy where the Renais-



POSTOFFICE AND CUSTOM HOUSE, PORTSMOUTH, VA.

An example of appropriate and beautiful classic building conveniently and comfortably placed

sance movement, or rebirth of the classic, began amidst the ruins of ancient Rome. Rome got its architecture originally from Athens, so the chain is complete.

In our Colonial period the Capitol at Washington and the Treasury building were erected. These are superb examples of classic architecture, dignified, imperial, fitly expressing our national spirit. Afterwards this fine tradition was lost, and a great many buildings were added that are

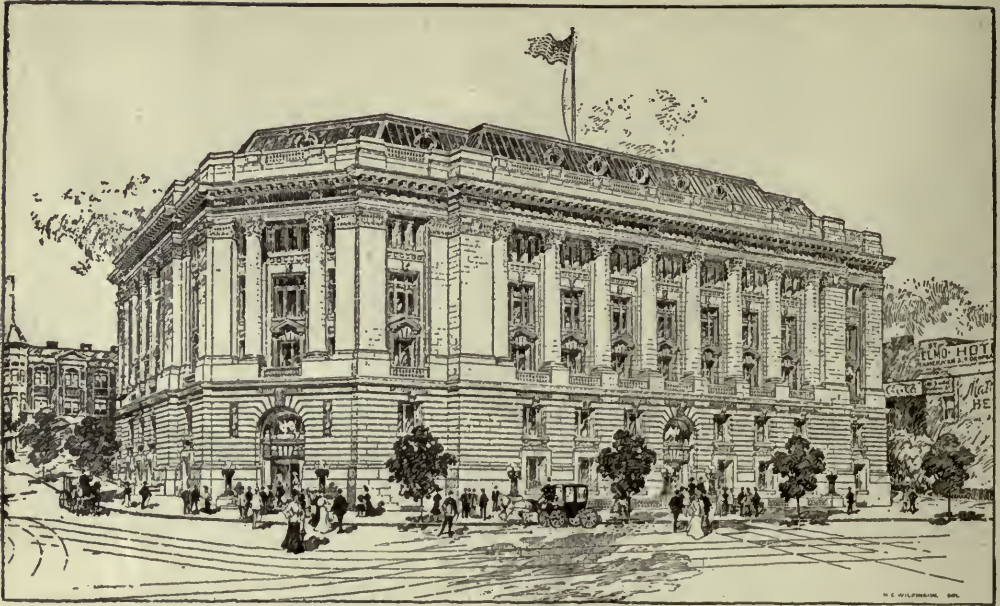
very poor classic or something else altogether.

In recent years American architects have gone to France and Rome to study, and have brought back a new sympathy and understanding of the original forms. So we have a sort of later classic revival. Banks, libraries, skyscrapers, homes and even churches are being built on forms originally inspired by the Athenian temples, and practically all the federal buildings are



NEW RENAISSANCE POSTOFFICE IN STERLING, ILL.

A small but dignified building of suitable design well placed and surrounded with adequate space



FEDERAL BUILDING, LOS ANGELES, CAL.

A good example of Uncle Sam's larger new buildings in renaissance. Note the unmistakable Federal character in this and the smaller recent productions

in some interpretation of the parent style.

This latter application is largely due to the work of the present supervising architect of the Treasury, John Knox Taylor. For twelve years Mr. Taylor has been building the post-offices, custom-houses and courts of the nation, and his has been an important contribution to our architecture. He believes that the classic forms most nearly express the national spirit and traditions of this composite people and therefore he has built exclusively in some interpretation of the Greek. The interpretation varies with the locality as, for instance, in old Annapolis the post office is Colonial and in Southern California the style accords with the local Spanish traditions. No variations, however, are permitted to obscure the fact (to be told in the architecture) that the buildings are American, that they are federal, and that they serve their particular purpose of post-office, courthouse or whatever it is. There is thus a certain unity in all recent federal buildings, though each is designed with its locality and its individual site in view. A vast majority of them are, as a matter of fact, extremely good, and, when compared with those of a generation ago, seem positively masterly. One of their best points is that the small and inexpensive ones are evidently as care-

fully studied as the largest, so that the several hundred towns that are to receive federal buildings are pretty sure to be getting something as good or better than anything they now have, either public or private.

As the needs of each of these communities are to be studied individually and filled as nearly as the appropriations and the sites offered will warrant the opportunity presented in these many cases is obvious.

In cases where the site is not already decided upon, a public movement should be started to secure money for architectural advice as to the best thing to be done. This is generally the work of the local improvement associations, but an appropriation may fairly be made by the municipality. Where the citizens are public spirited little or no agitation will be needed to create a general popular demand for the use of the best available site. If there is indifference the difficult work of creating a vigorous local pride is pretty sure to fall on the shoulders of a few active ones, such as every community has.

Having secured popular approval and a definite idea of what is best to do another difficulty has often to be faced. This is the financial one of getting the desired site for the amount Congress has appropriated.

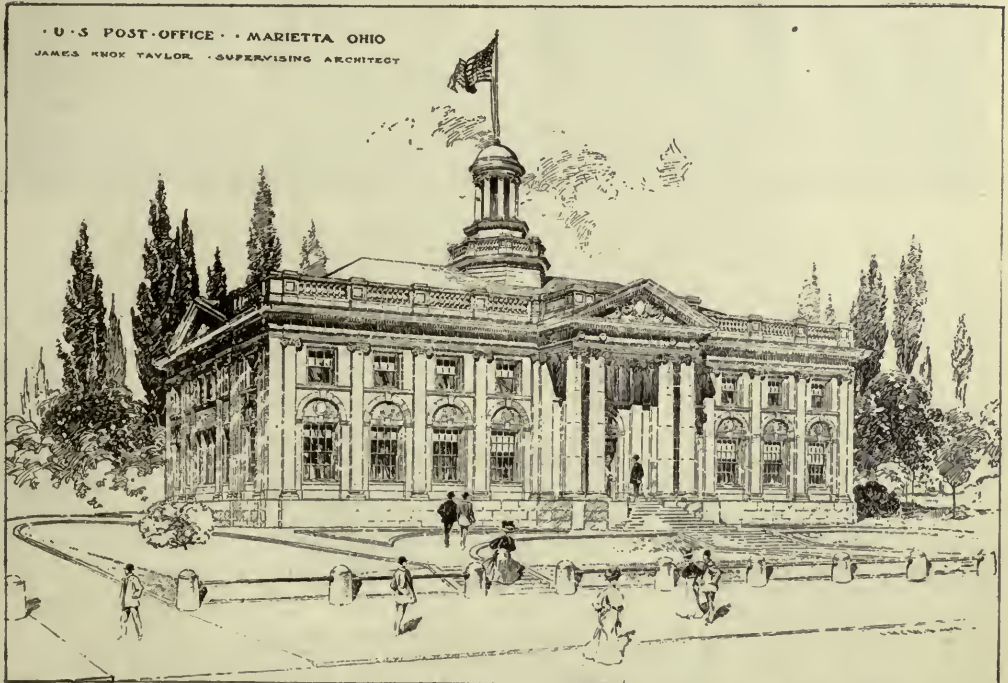
Local sentiment and public spirit will sometimes do much towards getting the consent of property-holders to a moderate valuation, and there is the other but equally difficult alternative of getting an increase in the appropriation. The assistance of the local representatives in Congress is necessary, and, if the plan is a wise one and the size of the community justifies it, the assistance of the Treasury Department so far as it can legally give it, may be counted on. The department has, in numerous actual cases, shown itself most willing and even anxious to assist the communities in securing a worthy and suitable site for its architectural production. The municipal government also can be of assistance, and it often has sites available, such as in public squares, that might well be devoted to a monumental federal building.

If the site has already been finally decided upon, and the citizens are not satisfied that the best possible has been done, the question of securing adjoining property for the future use of the city might be considered, or a park plan of worth be solved that would still make the federal building the focal center it should be.

It is not always possible or necessarily

desirable that the federal building should face the axis of a street, but usually this adds greatly to its effect. All who have visited Washington know well the special charm of its vistas that end in a good monumental building, and this thing is constantly done in Europe. An elevation is also immensely valuable as a site for buildings that express the dignity of the state. This was fully recognized in the days when the Acropolis at Athens was crowned by the Parthenon. But in the days of our decadence, now happily past, Americans lost sight of this important principle, and the cost in dignity and beauty to many of our cities has been enormous. The home of the national Congress is on Capitol Hill, fortunately, and we have come to see why it is so and to do the same thing elsewhere whenever it is possible.

In cases where a new street must be cut to give the desired treatment to the new building economic considerations must of course come first. If a new street is needed to take care of traffic, or a narrow and unimportant street can be made a main artery by widening, the seemingly large investment will be found to pay in the end. The increase in property values created by



SHOWING THE RETURN TO OLD ARCHITECTURAL TRADITIONS AND THE GAIN IN DIGNITY AND BEAUTY THEREBY

the improvements will gradually bring back to the municipal treasury all the improvements have cost. The great city of London has worked just such a problem as this recently. London found it necessary to build a new street through the heart of one of its most crowded sections. The initial investment was enormous, for it bought not only enough land for the street

ings to remain. Its rentals thus form a substantial fund for the continuance of the work until the entire tract is secured and all is ready to open the boulevard. For it is not necessary either to build on a site the moment one is secured or to wait until the building is determined on before looking for a site. The wide-awake community will be planning for its new post-office, city



NEW POSTOFFICE AT DURHAM, N. C.

Though occupying an ordinary business street corner and lacking surrounding space this building is unmistakable in character and purpose

but a considerable strip on each side. When the street was finished the adjoining land was put on the market, and so great was the increase in values that the entire enterprise paid for itself.

It is not necessary, however, to purchase all the land at once. The City of Cleveland, which has adopted and is carrying out a singularly good group plan, is buying the property for a boulevard piece by piece as the money is secured and allowing the build-

hall and library long before appropriations are made for them, and will have a well defined plan which includes a place for each one of its public buildings as they come. So widespread is the awakening in this country as to the value of well planned and beautiful communities that every city and town will almost surely be facing before long the positive necessity of action.

There will never be a better time to begin the good work than now.



The Problem of Extending the City Plan*

By Major Joseph W. Shirley

Chief Engineer Baltimore Topographical Survey

The replies made by many cities to questions regarding their methods of carrying out a definite plan for future growth of streets are so vague and unsatisfactory as to prove that city planners give most of their attention to recasting the congested portions of our cities, and fail to include the external planning which, if neglected, is sure to cause greater difficulties in later years. Some cities make a pretense of supervising new layouts, but Washington, Philadelphia and Baltimore are the only ones that can claim a definite plan for street extension. Chicago says that "the land within the city limits is prairie land and practically flat, and therefore the city has no topographical plans and consequently no laws to govern them." Yet this city is preparing to spend a vast sum of money to alter conditions which are the outgrowth of the very lack of definite plans in the original construction. Common sense demands a broader interpretation of city planning.

The one notable exception to these general conditions is that of our national capital, which seems to have a nearly perfect method. It is interesting to note that the only American city which makes no pretense of governing itself is probably the best regulated as regards proper restrictions for civic improvements. A study of the method in vogue in Washington is of value to those cities that desire a harmonious design for their unimproved areas, but few localities could carry out the stringent regulations in force in Washington as to the layout of streets and lots.

Let us see what Baltimore has done to put into effect a comprehensive method of governing extensions to its street system. Seventeen miles of rural territory were incorporated within its limits in 1888, and soon after the Topographical Survey Commission was appointed and directed to make a topographical map of the whole city, including the recent "Annex." The map

was made and has proved invaluable from an engineering point of view for a study of proposed improvement plans. An official plan for the extension of new streets was then adopted, and, although far from perfect, it has served the city well as a basis of control of its future growth.

These were the days before landscape architecture had reached its present importance along lines of scientific treatment, and the new plan adhered to a certain portion of an old plan of the county commissioners, which was laid out according to the unsightly gridiron method. The northeast corners of these streets were marked on the ground by stone monuments, a scheme which, while in no way dedicating the street for public use, impresses property owners forcibly that the streets are actually going to be opened, and that they might as well yield to the carrying out of the plan. The troubles of enforcement are consequently lessened. When work began for a girdle of parks and boulevards around Baltimore, it became possible to treat the extension plan more artistically, departing from the checkerboard system and following in a general way the natural contour.

In due course the plan was adopted by the mayor and council, and later an act of the General Assembly prohibited the city from accepting the deed or dedication or the opening in any manner of any street which should not conform with the general plan or the plan as amended by approval of the Topographical Survey Commission and the City Council. In spite of the apparent power thus conferred the authorities have found their control rather weak. Property owners have a prejudice for laying out their property according to their own ideas, and are quick to feel that restrictions encroach on personal liberty.

Additional powers are necessary to cope with the problems that arise in carrying out these and similar plans. All improvements in the undeveloped territory must be directed along lines and grades in har-

* Abstract of a paper read at the Second National Conference on City Planning and the Problems of Congestion.

mony with the plan. Some streets are already laid out and built upon, but do not conform to the general plan; on these further building must be prevented. Other streets are laid down on the plan to be opened in due course; here also building must be prevented.

If property owners really insist on opening streets not laid down on the plan, and on building on the beds of streets to be opened later in accordance with the plan, it is impossible to prevent them. The only thing that can be done is to throw obstacles in the way of the work. Even cities that have not adopted a street plan do this by refusing to lay any water main or sewer or other public improvement in the beds of streets laid out contrary to the city's wishes, and by allowing no damages for improvements made within the beds of streets laid down on any authorized map before such streets were actually opened on the ground. In conjunction with a definite plan, which every city of importance should have, these obstacles make excellent preventives.

A Baltimore man bought some unimproved property, and proceeded to lay it out in direct opposition to the general plan, which was being followed by his neighbors on three sides. No persuasion moved him, and before the city could block his move by opening one of the established streets of the plan, he had erected a number of houses in the bed of that very street, thus making the condemnation too costly. So the city has an unsightly patch in the midst of a properly laid out section. The "no damages" provision was not considered of sufficient weight by the local courts to prevent the building. In Philadelphia the authorities would simply have refused to give the builder the lines and grades necessary in order to get a permit to build, but the legal department of Baltimore rules that a permit cannot be withheld on these grounds. The city authorities may refuse to lay water mains on this street, but may not be able to deny the owner the privilege of laying them at his own expense if he is willing to do so.

In cases where property owners have begun developments before a definite plan

was adopted by the city, it may cost them considerable hardship if the desirable changes are made. If a compromise cannot be effected, the city may open an important thoroughfare and buy up considerable property around it, disposing of it in conformity with the new lines, and making it wise for obstinate owners to fall in with the plan.

In regard to preventing building on the beds of new streets, many cities seem to accomplish this by a form of dedication shown on their platting, and by not allowing damages for new improvements when such streets shall actually be opened. In Pittsburgh they "locate" a street by ordinance, and refuse to allow compensation for buildings destroyed in the actual condemnation, provided the buildings have been erected since the passage of the ordinance. This, however, is rather severe on the owner, because the ordinance does not guarantee that a street will ever be actually opened on the ground, and as the ordinance may be repealed at any time, the owner is quite "up in the air" as to the intentions of the authorities. In dealing with this problem, Boston simply refuses to lay water mains, etc.; in fact, the Massachusetts Legislature has prohibited the placing of any public improvements in the beds of the non-conforming streets. Both the Massachusetts Supreme Court and the Maryland Court of Appeals have declared the "no damages" provision unconstitutional.

It is of the greatest importance that cities should coöperate with their immediate neighbors in order that a development may be attained that shall be symmetrical with that already accomplished within their borders. Milwaukee has taken several steps along the lines of public health and safety in planning for a consolidation of the city proper with a group of several outlying communities. Baltimore plans to coöperate with the adjacent counties for a harmonious extension of the street system, and when the old turnpikes from distant towns to the heart of the city are made modern in width, grade and alignment, besides having the appearance of up-to-date boulevards, they will form a sort of radial framework for suburban growth.

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

In Defense of a Village Asset

The Society for the Protection of Native Plants, of Boston, has recently issued two interesting leaflets in defense of the roadside flowers and shrubbery and of wildflowers everywhere, both written by Mr. Walter Deane. Mr. Deane points out that one of the chief assets of the American town or village is the beauty of its roadside scenery. He says, in part:

"Now one of the chief points of attraction is the country road. We come up here (he is referring to New Hampshire) to enjoy nature and to gain strength, and our drives and walks are the great attraction of every day. The features of the roadside are absolutely gone if we miss not only the beautiful trees . . . but also the tangled shrubbery skirting the way . . . This undergrowth is one of the chief beauties in the scenery of the roadside, and forms a setting for the trees and taller shrubs. Every plant that nature has set out is needed to make a harmonious whole.

" . . . A long experience shows me that it is along the roadside that the study of nature can be followed with the greatest ease and with great profit . . . I appeal to you to use all your influence to retain these attractions. Do not 'clear up' the roadsides by cutting down the very plants that we come up here to see. Destroy these beautiful borders to your roads and the attractions have gone. Why! in the landscape gardening of today they are seeking to reproduce these natural features of the roadside in our private grounds and our public parks. They have at last realized that nature, after all, is the best guide. It is not only your grand old Monadnock, your sweeping fields, rolling hills and glorious woods that we love, it is also the beautiful country roads, lined with nature's garden, in which birds without number spend the summer with us."

This is good advice for every rural village in the country. Some one ought to write for us an authoritative article on the

architecture of the roadside, in which it should be made clear just where the street curb of the town should stop, where the uncurbed street or road is appropriate, and where the roadside tangle, which Mr. Deane so well defends, should begin. As Professor Shaler once said, it is time for us to quit hewing and carving and spading nature into saying something we think she might say, but which she never has said and never will say if we let her have her way about it.



The Playground Movement in West Virginia

It is a fact of some significance that the playground movement is making a substantial start in West Virginia. West Virginia is a young state, as far as the chief playground states go; its resources are such that they must be taken by rough-and-ready methods. The people have thus not had the best of opportunity to consider such questions as playgrounds, juvenile courts, medical inspection of school children and many others with as much freedom as the people of other states. But it is significant that the people of West Virginia are seeing that if they are to maintain the sterling qualities of their population and combat the strongly manifested tendency towards ring control in politics, something must be done to develop among the young the ideas of independence, selfreliance and fair play. The playground is the best place for these developments.

Wheeling started the movement by opening two playgrounds during the past summer. The people there plan to open two more next year if funds can be raised; and they are already laying plans for an active money-raising campaign during the coming winter.

Charleston, Huntington and Martinsburg have started playground associations which are actively canvassing the older associations for methods and their localities for support. Parkersburg and Fair-

mount are agitating the matter and will probably get under way next year.

These places are wise to make an early start. The land needed can now be had where it will best serve the people, and at a price that is not prohibitive. West Virginia towns are not poor, at least they have no license for being poor, on account of their great natural resources, and they can take now what they need more easily than at any future time.

As has been intimated, the need for the influence of properly conducted playgrounds is in West Virginia particularly great. The great resources have led to the development of great interests. The great interests are a dominant force in politics. The people are naturally loyal, but many of them, as elsewhere, need to learn the difference between loyalty to principle and the blind following of a party leader. To vote the party tag and put a bad man into office is as disloyal in one place as in another. Playground experiences teach this better than anything else.



Penn Yan Talking Playgrounds

The Penn Yan, N. Y., *Democrat*, is supporting the suggestion of turning the Yates County Agricultural Society fair grounds into a playground for the use of the children of Penn Yan. The idea is excellent. Fair grounds, like school buildings and school yards, are bringing in but a poor return to their communities because of the fact that they lie idle so much of the time. The use of the Penn Yan ground for play purposes would not interfere with the annual fair and the fair would interfere with the use of the ground for play for only a week or so. The use for play would tend to develop the appearance of the ground, leading to such planting of trees and shrubs as would add to its beauty and usefulness. The space inside the track could be properly graded for baseball and football, for tennis and for general play purposes. Plenty of apparatus could be erected in a way not to interfere with the fair purposes.

The ground, under such a development, could be made to render an enormously increased return to the community. The idea is one the people cannot afford to turn aside, and it is a good one to be taken up in the very many places where play space is needed and where good areas are devoted

only to the questionable values of country fairs. Why give fakirs privileges not accorded to the children of the community?



Junior Improvements

There is growing evidence throughout the country that people are beginning to appreciate the value of interesting the young people in the things the older people come to with such reluctance. Our American spirit of independence runs riot when it comes to our most intimate actions under urban conditions. To "chuck" our fruit skins, wrappers, cigar stumps, sputum, everything, in fact, that no longer has value to us, is as natural as life when we are in public places, while in our homes those of us who are "civilized" and "cultured" would never think of such a thing. How deep is a culture that will keep rubbish and garbage off the floors of the private home and cast it at random upon the floors of the community home? Not very deep, nor very consistent, nor very valuable, we all know when we come to think of it. And when we come to inquire for a solution of the problem we quickly see that it must be through education and through a substitution of civic pride, community pride, for individual license.

Now civic pride is as yet a difficult accomplishment. It is as foreign to the mainsprings of the lives of most of us as it can be. Not till we can see that it must supply at least a part of the motives of a successful and happy life will we moult our summer sloth and our winter hibernation, and assume the garments of a temperate zone of personal freedom through seeking the wellbeing of a part of us through the wellbeing of all of us.

What is the process? Mainly, it seems, through sane provision of education for the young through doing properly all things affecting private and public life. The young are mentioned because with the middle-aged and old it is too late to develop in most cases more than theoretical reform. This somewhat lengthy preamble will serve to show what is needed and why it is needed, perhaps also the direction in which we must look for it.

Concrete examples will serve better than theory. A brief one will do now, but it will be the purpose of this department to pass along for the benefit of any one who

may care to use them the most helpful examples that may be obtained.

A correspondent from the village of Whitehall, New York, says that there the women aided in forming a junior league of three hundred children and that these children have done for the town more in two years than the men have in ten. "They have a large sum ready for a playground, have fenced the cemetery, have cleaned up the town generally, and have opened a library which is justifying itself to the foreigners as well as to the townspeople." Of course the women have been the leaders, but in this movement they have had the assistance of the young people, and the young people have had the assistance of the movement.

The chief point here is that the young people, by the methods suggested, become truly educated in civics. It is brought to them before they enter upon their personal activities and have learned to center all their thoughts around these activities. It gives them the broader view of life, and points out, what will by most of them be acquired unconsciously and be unconsciously practiced, that the ideal life is the life that is good for all the people of the community. A generation universally educated along these lines would bring the practical millenium. That the educational process is taking place in only widely isolated spots is one of the chief blots on what we call, perhaps we hope it may some day become, civilization.



An Improvement Fete

Hastings, N. Y., has a playground and summer school for its poorer children, those who cannot go away and who have no place of their own for normal recreation. The need is well put by a member of the committee in charge when he says: "When our public school closes several hundred of our little people are practically turned loose upon our village streets. Although they live in the country, their homes are so crowded and congested that their environment is as bad as that of the slums of New York. They need a place to play that is clean and well fitted with facilities for wholesome amusement. Teachers must be employed to direct their energies into the proper channels."

This is a sweeping statement but it is so

true, and the situation is so common in "country villages" that it is noteworthy that the people of one place appreciate it.

The Hastings enterprise needed money, and a most interesting Venetian Fete was planned to provide it. The newly organized village improvement society took charge. The Tower Ridge Yacht Club, wondrously decorated for the occasion, was the starting point, and the Italian gardens of Mrs. H. L. Lawrence, across the Hudson, were the terminus and place of chief activity. Boats were made to look as much as possible like gondolas, and though most of them were supplied with engines, young men with sashes looked and acted as nearly as possible like gondoliers. Music added everywhere to the gaiety of the occasion, and throughout the scene was brilliant and inspiring. In the meantime the needed money was raised and the children of Hastings will be properly cared for.



More Doing in Montclair

Montclair, N. J., is offering many interesting examples of what to do and how to do it in improvement work. The idea grows alike among private citizens and the many excellent organizations. A recent evidence of interest comes from the public-spirited action of Mr. James N. Jarvie, who offers, through the Municipal Art Commission, a number of substantial prizes for various forms of residence improvement. The prizes are as follows:

First.—A silver cup for a place of 200 or more feet frontage.

Second.—A silver cup for a place of from 100 to 200 feet frontage.

Third.—A prize of \$50 for a place of 50 to 100 feet frontage.

Fourth.—Two prizes each of \$25; one for a place showing the most improvement on land bordering on the line of the Lackawanna Railroad and one for a place bordering on the line of the Erie Railroad.

Fifth.—Four prizes each of \$25 for flower gardens, one award to be made to each ward in the town.

The judges who are to award the prizes are asked to consider the general arrangement and care of grounds and gardens, including care of trees and shrubs; treatment of grounds as a picture (a) as seen from the street, and (b) as seen from the residence; the attainment of privacy or seclu-

sion; and the livableness of grounds and their qualities as conducive to outdoor life.

The prizes are generous and the results must add much to the movement for improvement which is so much in evidence throughout the town.



Block Society Possibilities

The Block Improvement Society idea was conceived and first put into effect by Mayor Ward of Birmingham, Alabama. The central idea is that each block or square shall organize, through its inhabitants, an improvement society to look after the beautification and betterment of its environment. The idea is a good one in that it brings the needs of the situation home to the individual and shows the relation of the individual to the community. A friendly rivalry between blocks will tend to bring even the most indifferent citizen into line, for neighbors will not readily allow any one to spoil their block, which often happens under a go-as-you-please policy.

The idea may be carried out in places of any size. The rambling village along a country road may consider itself the primary unit, or it may organize on both sides of the way. A cross roads village may have four groups. The development of a square, by two parallel streets both ways, gives opportunity for nine groups, and thus the idea may be carried to any extent.

Mayor Ward has laid down the following principles:

"Pull down your fence. The city will haul it away and keep off the cows. If you can't be induced to part with it, fix it up and paint it.

"Whitewash every thing you can't paint.

"Plant lawns, flowers and trees. Wherever the ground shows bare, plant something green in it.

"Exercise the same supervision over your sidewalks as over your front yard. Sidewalks are the index of the people inside.

"Trim up trees which are too low and which overhang sidewalks.

"Plant a strip of green in bare places along sidewalks.

"Don't let your dog bark all night. Think of your neighbors.

"Sweet peas, climbing nasturtiums, castor beans, hollyhocks, or even sunflowers make

an effective screen to hide old fences, sheds or other unsightly views. For permanent screens use hardy shrubs or the quickly growing vines.

"You may have a window box filled with geraniums if you cannot have a grand yard filled with choice roses."

Where could not all this be done to advantage? The Block Society idea, if properly developed, will lay a splendid basis for real community development. This can grow only where there is a definite community consciousness.



Vineland Accepts a Suggestion

In answer to a letter from this department the following was received from Mr. Walter H. Blake, chairman of the Vineland, N. J., Committee on the City Beautiful:

"The Mayor of Vineland handed your recent communication to me to answer, and in doing so I will state that Vineland is as clean and pretty a place as one could wish to live in. In visiting the Pacific Coast, especially Pasadena, Cal., the "show city" of the United States, some of us were impressed with the idea that the beauty of the city was to a great degree in its clean streets, beautiful lawns and flowers.

"So our Mayor appointed the above Committee for the purpose of making our town still more attractive. Our special work has been to set flowers in our public parks, offer prizes, and to create public sentiment in beautifying our city: first, by clean streets, sidewalks and lawns; second, by cultivation of flowers, etc."

The committee referred to is composed of twenty men and women who are interested in Vineland, and they were selected five from each quarter of the town so as to secure uniformity of interest and development. The committee has met regularly and has taken up the obvious needs of the borough. Much has been done in the way of cleaning up rubbish and putting things to rights, and, on the constructive side, flowers, grass and shrubs are encouraged everywhere, as these are known to be the natural enemies of rubbish. A clean, bare place is fair, but it invites rubbish. A garden, a lawn or a bit of shrubbery does not invite rubbish.

Vineland is to be congratulated.

Gleanings

Edited by Mary V. Fuller

Sanitary Administration in English Towns

The staff of the medical officer of health in many English towns now includes one or more women inspectors and at least one qualified veterinary inspector. This advance in sanitary administration is discussed by Charles Porter, medical health officer of St. Marylebone Borough, London, in the *Municipal Journal* for August 19.

The women inspectors take charge of infant life protection, visiting homes and advising in regard to the care of mothers and infants at birth, teaching hygiene and giving attention to the feeding and the bringing up of children. They also care for the health of women and children in workshops and factories by seeing that sanitary working conditions are maintained. Such assistants have usually had training or experience in nursing. Recently the "health visitor" has to a certain extent taken the place of the fully qualified woman inspector. Her work is mainly that of infant life protection, but in some places she works also in a general way for the prevention of disease. The veterinary inspectors have been very successful in their work of preventing transmission of tuberculosis from animals to men by means of food.

The medical officer of health is, in most towns, the chief school medical officer, with several assistants to attend to the routine work. In small towns no such assistants are provided. School hygiene and the medical inspection of school children has caused great activity in public health departments, and the public has been greatly benefited by the spread of health information. School nurses are very helpful in the examination of school children, the treatment of minor ailments and in making poor children cleaner.

These various assistants number in some towns as many as twenty or thirty. Besides these there are engineers, workmen and the nursing staff of hospitals, and, in some places, a clerical staff of from eight to twelve members, who deal with correspondence, notices regarding nuisances, infectious diseases, etc., and whose work is of great importance to their chief.

In the larger towns the bacteriological and chemical investigations which play so large a part in modern public health work are not performed by the medical health officer. Food analysis is attended to by the public analyst, and some local bacteriologist makes the examinations required to determine disease or locate its source.

The same issue of the *Municipal Journal* says that the Local Government Board has issued an order sanctioning under certain conditions the supply of diphtheria antitoxin by sanitary authorities. This practice has been in vogue for several years, but it is now placed on a proper footing, and there is no longer any doubt "as to whether a local authority is or is not acting within its rights in supplying to medical practitioners a curative medium of which the poor cannot avail themselves on account of its costliness, and which the medical practitioner can hardly be expected to provide at his own expense." This is an advance in public health administration which will undoubtedly reduce diphtheria mortality.



More Comfort in the Same Space

In most large German cities and their immediate suburbs the mass of people live in block houses of four or five stories, without gardens. This is universally admitted to be injurious from every point of view, but the claim is made that land is so dear that high tenements are a necessity of paying investments; that cities must not spread out so far as to make burdensome demands for transportation and construction and lighting of streets.

Should anyone affirm that it is quite possible to house at least half the population of any section in two-story houses for one or two families and to supply garden room, without robbing the landowner or the landlord, without decreasing the floor-space for each family, he would be laughed at. Yet a recent number of the *Städtebau* contains an article by Dr. R. Kuczynski and W. Lehmann which makes this assertion.

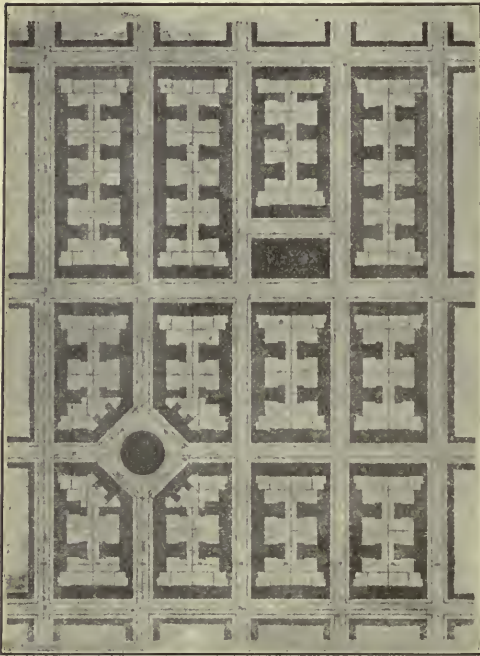
The diagrams show a tract of land in a

suburb of Berlin, measuring, after deducting the surrounding streets, about 48 acres. According to the old system this is cut up by five wide streets into twelve blocks, each 76 metres deep. Each block contains two rows of four-story, back-to-back tenements covering five-tenths of the land, six-tenths in the case of corner lots. The plot for each tenement is 38 metres deep, with a frontage of 20 metres.

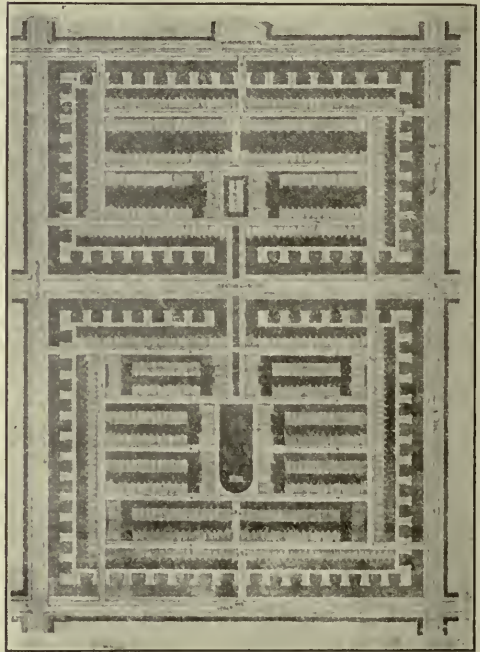
The new system recognizes the principle that residence streets, with their low dwellings, need not be so wide as the comparatively small number of traffic streets, which

front and back gardens. The ground floor makes a dwelling for one family, and the second story and the attic can be rented. The larger plots of the inner zone are divided for building and gardening in much the same way, and the same division of house room can be made. Thus 550 small and 100 larger two-family houses are planned.

According to the old system of block tenements the land contains 191 building plots for four-story houses; the new system affords 107 plots for four-story houses, which differ from the 191 tenements in being well ven-



OLD SYSTEM OF BLOCK TENEMENTS



NEW SYSTEM OF SINGLE HOUSES WITH GARDENS

permit more "intensive" building and demand, therefore, a correspondingly greater width. By this new plan the land is divided into two large blocks by a broad traffic street. A small strip around each block is devoted to four-story dwellings; the interior of the blocks is reserved exclusively for two-story houses for one or two families, with cellars and with attics suitable for sleeping rooms. These houses cover two-thirds of the land, and all of them have gardens. Shops and workrooms are not allowed in them.

The inner zone is laid out in little plots, usually 40, sometimes 46, metres deep, with a frontage of 6 metres. Half the plot, in case of corner lots two-fifths, is left for

tilated. In consequence of the exclusion of shops from the inner zone of the new plan, the outer zone of 107 houses contains as many shops as do the 191 buildings of the old plan. It is true that the yards of the single houses are smaller than those of the block houses, but this lack is more than atoned for by the fact that the back windows of the single four-story houses look out on the gardens of the little houses in the inner zone, instead of on the back walls of four-story tenement houses.

There are plenty of roads leading within the blocks. These numerous by-streets, each not less than eight metres wide, give much better provision for getting about than the

broad streets of the old system. The new system gives a greater street length with a smaller street surface than the old method. The park space, instead of being used up in two large squares surrounded by wide streets, is arranged by the new system to provide fresh air for the interior of the large blocks, to give the children plenty of room to play along the quiet streets and to furnish recreation to the grown-up people.

Considerable money may be saved by the lighter paving and the smaller piping required on the quiet, thinly populated residence streets. We have not space to outline the argument for the financial element of the proposition. The figures for land value, construction cost and rent given in this article refer to suburban Berlin. American cities may make their own application. The new scheme is worthy of careful study.



A Miniature Village

The boys of the Philanthropic Society's Farm School at Redhill, Surrey, England, have built a tiny village which is a model of construction, and which is affording a practical knowledge of proper civic conditions. It is laid out on a considerable part of the countryside, and the houses are of solid stone, cement, brick and iron, and are fitted to resist the ravages of weather.

Town and Country for August 20 gives several views of this village, showing how completely it is equipped and how alterations can be made in the interior of buildings by lifting up the upper stories; show-



MAKING INTERIOR ALTERATIONS

ing, too, how the boys walk like giants through the little streets and over the iron-girdered bridge that spans the river, which is stocked with fish and is fitted with working locks that control the flow of water. There is a church, correctly furnished even to an automatic chime of bells; a railroad and a station, various classes of residences and other buildings. The boys keep the streets and buildings in repair and are continually learning some of the lessons of good citizenship.



The Berlin Exhibition

The double July-August number of the *Städtebau* is devoted to the recent city planning exhibition in Berlin. This issue is richly illustrated, not only with views in conjunction with the text, but with 36 extra pages of plates, showing many extension and transformation plans for cities in Europe and America. Among the most notable plans and models exhibited were several already described in *THE AMERICAN CITY*.

The *Städtebau* gives a list of the most important exhibits, and, after a brief statement of the progress and extent of city planning and the importance of this exhibition,—the first devoted solely to town planning ever held in Germany,—many



THE MAIN STREET OF THE MODEL VILLAGE



PROPOSED GARDEN VILLAGE AT KNEBWORTH, ENGLAND, ALONG THE GREAT NORTHERN RAILWAY
Existing and proposed buildings are shown by black and shaded squares. A indicates sites for public buildings, B sites for stores, C sites for churches and schools, D recreation grounds, parks and allotments, E sites for workshops

pages are given to reviews of plans and models. They are considered in groups relating to traffic, transit, congestion, parks and playgrounds, garden cities, etc. None of the plans for Greater Berlin are included; these may have a special number later on. We reproduce the plan of the Knebworth

garden village, which is being developed along the line of the Great Northern Railway about twenty miles north of London. The western half of the settlement will have a finer architectural appearance than the eastern, with its broad avenue leading to the church, which will be surrounded by stores

and semi-public buildings. The old London Road, running almost parallel with the railroad, will be so transformed from its present narrow and uneven course as to become the chief feature of the eastern half, and will be picturesque with shaded residences and with a village square accommodating the principal inns and stores.



Health Matters

Among the papers in the last quarterly issue of the *American Journal of Public Hygiene* are several which relate to the improvement of public health by teaching hygiene and sanitation to the children in the schools. This has been proved to be one of the most effectual means of getting at the people in the homes. There are also several articles on the sanitary education of the public by means of health exhibitions and museums and on the necessity of making people understand why the local board of health demands their obedience to its rules and regulations.

We particularly appreciate the paper by Mrs. Ellen H. Richards of Boston on "Instructive Inspection," which makes clear in a very enlivening way that any intelligent, earnest board of health "should employ a teacher by training or nature to be sent with power like any other inspector wherever ignorance, usually diagnosed as stubbornness, is found."

"The actual showing in an alley of the process of cleaning up; the going into a house and opening the windows at the top and tacking on a wire netting to keep out the flies; the actual cleaning of the garbage pail, perhaps, or at least the standing by and seeing that it is properly done—all such actual doing, even if it is done only in one house on a street, will spread the information all over the neighborhood.

"Health board regulations may be left at a house after they have been explained, and a firm insistence on obedience may then have an effect."

The health board could take an office on a busy street and put in the window an exhibit of the wrong and the right ways of doing things.

A paper by James O. Jordan of the Bureau of Milk Inspection of the Boston Health Board, shows that fourteen cities have legalized milk standards based on bacteriologic examination, the limits being established either by the health authorities or by their respective city councils. In no

city where this work has been commenced has it ever been abandoned. It is the severest test that can be applied to the milk of any municipality. Where boards of health have the right to stop the sale of milk an education plan in connection with the revocation of permits is better than legal proceedings against dealers who furnish milk containing an excessive number of bacteria and who fail to improve under warnings. A great deal remains to be done in securing proper methods for the production and handling of milk, and the general public must help.



Training for Citizenship

We hear a great deal these days about vocational training.

"How many realize that citizenship itself is a vocation—the greatest of all vocations; the one on which all other vocations should be based; the only one that it is the duty of every individual to learn?"

Three articles in August issues of the *Boston Common*, one unsigned, one by E. C. Macomber and the other by Wilson L. Gill treat of self-government in schools as carried out in the "School City," a method organized by Mr. Gill and successfully developed by him in Cuba, and adopted in almost every American state.

"The prime object of our system of public schools, academies, colleges and universities is to teach the vocation of citizenship, yet they are not teaching it. Our statesmen and our educators have not yet waked up to the fact that citizenship is a vocation.

"To teach citizenship through the actual exercise of its functions, to substitute for the patriotism engendered by singing the 'Star Spangled Banner,' a democratic zeal for self-government by making children self-governing, was, briefly, the germ of the idea which Wilson L. Gill called the 'School City.'"

The school room is considered a ward or a whole municipality. All the pupils are citizens and members of the city council. They elect a mayor, a judge and the president of the council, as well as three clerks for each department,—legislative, judicial and executive. The children also elect and appoint the necessary administrative officers, such as sanitary inspectors to see that faces, hands, clothing and shoes are clean and in order, and others to maintain peace and good conduct. There are arrests, trials, convictions and punishments, all carried on by the pupils under the guidance of the principal and teachers.

Many cities have conducted this experiment successfully, but Philadelphia has had the largest number of school cities for the longest time. Further information can be obtained from the School Citizens Committee, 2 Wall Street, New York, which advocates this method only as the best one yet discovered for carrying out pupil self-government. The Committee stands first and always for principles, not the particular form of their application.



Pantomime, Pageantry and Playgrounds

On ordinary days the number of persons using the Charlesbank playground, Boston, at one time is hardly more than 100. It was, then, by no means an ordinary day when 5,000 eager, yet orderly people attended there the presentation in music and pantomime of the Greek myth Prometheus. This was the first time that a Boston playground had been used as an outdoor theater. The entertainment was inexpensive, artistic, dignified and educative, and was received with an interest and eagerness for repetition that showed a response to the simple story. Pantomime is well suited to such outdoor entertainments, since one need only see to understand. Eva W. White, the head resident of the Elizabeth Peabody House, the clubs and classes of which gave the fête, tells of it in the *Survey* for August 6 and says:

"The giving of classic drama with fitting music in the neighborhood park of a thickly populated immigrant district is a departure in free public entertainment and shows a further use for parks within the city. There is food for thought in what one neighborhood child said: 'Me and my whole family have talked and talked about what we all saw together.'"

The same issue contains an account by Harriet Lusk Childs of the historical pageant given in July in Deerfield, Mass. "It was a whole village at play, and they played the game well." The series of scenes and tableaux depicted the history of this remarkably interesting town, which is fortunate in possessing a natural amphitheater for this purpose. From the merry England of 1630 and the departure of the Puritans, through Indian home life and dances and capture of the settlers, the festivities and hardships of colonial and revolutionary times, to the preservation of the Union, scene after scene expressed the history which

is a part of the very life blood of the old town. The pageant has made good use of nature's setting, and has strengthened unity, patriotism and reverence. It is a particularly gratifying illustration of the possibilities of this form of public entertainment.



Some Things of Interest

The August issue of *New Boston* contains some interesting views of Boston's Fourth of July celebration and, under the title of "New York Public School Athletics," an account by George W. Wingate of the Public Schools Athletic League of New York City, which has done much to improve the health of both boys and girls, to develop character and mental and moral alertness and to strengthen school discipline.



The Uses of Roof Gardens

In the *Boston Common* for August 27 Sumner S. Shore, director of the Boston Civic Educational Club, tells how the roof spaces of Boston city houses are being used as substitutes for the yards and porches for which the densely settled city has no room, and for the playgrounds which are often too far away to be conveniently reached. Social settlements, school houses, fire stations and tenements are instituting roof gardens, but more of them are needed. In some of the roof gardens lectures, debates and classes for citizenship are conducted. Many lives, both of children and adults, can be saved by the cool, fresh air and the relaxation afforded in this new world that is springing up high above the heat and grime and toil of the city.

"A law passed to require every tenement house, especially those of the crowded sections, to be equipped with a modern roof garden would probably do more towards the physical development of citizens than our numerous public gymnasiums. To the builder, especially, it would mean comparatively little expense to install the close rail fence for the safety of the little ones, an awning and two or three swings. Hammocks, rockers, plants and other minor things could be furnished coöperatively by the various tenants of the house."

The August *Review of Reviews* has a short, well-illustrated article by Francis Arnold Collins on the similar use of roof space in New York City. Libraries, settlements, public school buildings, model tenements, hotels and theatres have carried out

this idea in an almost bewildering variety of forms. Some of the settlements have baseball diamonds, basketball and tennis courts on the roofs; office buildings have open air restaurants, and the hospitals have made most welcome use of this modern health resort. Why should not the churches adopt it also for open air services in summer?



"The Noses Which Suffer"

The Chicago *Evening Post* says:

The latest organization for public improvement in Paris bears the name of "L'Association des Nez qui souffrent," or the "Association of Noses Which Suffer." Its object is unceasing warfare against unpleasant odors, and in this category are placed not only gasoline fumes and such nuisances but also musk and other penetrating perfumes. The name of the society will strike the outside world as a most valuable asset. It is so much more appealing than the blunt businesslike appellations of most of our reform organizations. It is a recognition of the power of imagery even in the everyday affairs of life. We might well adopt the label, "Les Nez qui souffrent" in some of our own reforms.



Boards of Trade, Take Notice!

Greater Dayton for August contains two short, suggestive articles by A. D. Wilt. The one on "The Scope of the Educational Committee" shows the wise and thorough methods of the Dayton, Ohio, Chamber of Commerce. The Educational Committee of this Chamber has allied itself with the pure milk movement, and has sought to make the public library of more practical use to the industrial interests of the city and to public officials, and in this connection is working with the State Library Association. It is trying to get manufacturers and other business men to coöperate with educators in giving to every public school pupil the kind of training demanded by his individuality, which, in a large percentage of cases, will produce the intelligent workers needed in the industrial and business worlds. These are matters of business interest as well as of civic duty.

The suggestions as to "What Dayton Manufacturers Might Do to Increase the Library's Usefulness" are applicable to many other industrial centers:

"In cities where intelligent and active interest is being taken by organizations of

manufacturers in the education of young mechanics, much importance is being attached to providing ample text books, manuals and illustrations in the various departments of industry for which educational work is provided. . . . A single hint from some such volume which an intelligent, ambitious workman may get as to methods of construction or beauties of design might be worth a very considerable sum to the manufacturer. . . . The library cannot be expected to provide many such books out of its limited funds. It is not unreasonable to assume that manufacturers could profitably unite as a body to put annually in the hands of the library committee a large enough sum to afford for our young workmen this storehouse of valuable material."



Storytelling

Although the leading article in the August *Playground* sums up all the elements of the Rochester Play Congress, this issue, by printing the report of the committee on storytelling with discussion and comments thereon, together with a list of stories for the playground and the books containing them, is practically devoted to this branch of library and playground work. This is another way in which cities are fighting against sensationalism, materialism and deadly monotony in the lives of its children. The report tells how various cities are conducting the work and makes very plain the principles that lead to success. This issue of the *Playground* is not only fascinating reading, but is a practical handbook on the art of storytelling.



Departmental Coöperation

Mayor Fitzgerald of Boston holds monthly conferences of all the city departments. *New Boston* for August says:

"In the machinery which cares for the common material needs of a city's inhabitants there is frequent opportunity for minor failures unless all departments clearly understand the definition of their duties and the exact extent of their responsibilities, and are inspired by a common ambition for good team work."



For Housing Workers

Those who are interested in a study of housing reform and who read German, will find a great deal of information in the bulletin of the Zentralstelle für Wohnungsreform in Oesterreich, the address of which is Stubenring 8, Wien 1, Austria.

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With the Vanguard

Massachusetts and Iowa are the states most recently on the warpath against the common drinking cup in public places. This is the day of the bubbling drinking fountain.



It has been proved that although sprinkling with salt water increases the slipperiness of asphalt pavements, it is better than fresh water for sprinkling streets paved with stone blocks or macadam.



Too many tin cans decorated the streets of Seneca, Kansas, and the Mayor instituted a free prize grab to induce the collection of this rubbish. At the rate of one grab for every 50 cans collected 30,000 cans were disposed of in one day, the boys were happy and the town hardly knew itself.



The new smoke law for Boston covers not only that city but a part of its harbor and the neighboring municipalities of Cambridge, Somerville, Everett, Chelsea and Brookline. This affects all users of smokestacks, who are given three years to complete the changes necessary to comply with the law.



"Clean milk or none" is the cry in Logansport, Ind. Ever since the new board of health came into office in January, 1910, milkmen have been compelled to keep the law. Previous conditions must have been very dangerous, for so many dealers have had to quit business that a milk famine is threatened.



There is to be greater publicity in Boston budget making. Citizens are going to have an opportunity to express themselves at hearings where each city department will submit an estimate of its necessary expenses for 1911, together with a statement of the amount expended for the last five years. This is due to coöperation between the Mayor and the new Bureau of Municipal Research.

A new block of tenements is to be erected on 77th Street in New York with the same open-stair feature and arrangement of suites as in the Vanderbilt tenements opposite, near Avenue A. This type of house is light and airy and has little danger of infection. The tiled roofs will be used by the tenants for recreation.



Everybody in Aurora, Ill., especially foreigners, has to take a bath once a week, by order of the Board of Health. Floors must be scrubbed regularly, carpets must be swept, bedrooms aired and yards kept clean by the occupants of houses, under penalty of arrest. The office of an Aurora sanitary inspector cannot be a sinecure.



In Elgin, Ill., the city surveyors have been planning a decorative lighting scheme for Fountain Square. In order to be prepared for an extension of the decoration throughout the business district, they have extended their lines along streets that converge at the square. This is a good example of economic foresight.



Cedar Rapids, Ia. has just discovered a new source of city income. It has been customary for any one to take sand from the river bed and ice from its surface without compensation. The new River Front Commission takes the view that the city owns these two commodities, and hereafter the privilege of taking sand and ice from the river will be charged for.



The most interesting feature of the new Boston charter, which has now been in operation for about a year, is the provision requiring every nomination by the Mayor for a city office to be submitted to the State Civil Service Commission of three members, appointed by the Governor. This Commission has insisted, not on the best expert ability in each case, but on actual qualification, "by training or experience," of every nominee approved.



Cincinnati

LYTLE PLAYGROUND—BOARD OF PARK COMMISSIONERS
OUTFITTED WITH ALL-STEEL APPARATUS
BY A. G. SPALDING & BROS., INC., CHICOPEE, MASS.

The most comprehensive, definite and practical health betterment address that we have seen is the one delivered last May before the General Federation of Women's Clubs at Cincinnati by Dr. William H. Allen. The Bureau of Municipal Research, 261 Broadway, New York City, has issued a bulletin (Efficient Citizenship No. 355) which gives an abstract of this address.



Minneapolis is going to have a big "municipal conservation" meeting this fall, at which there will be representatives from every city department and from the commercial and improvement associations. Everybody is going to lend a hand in the utilizing of every natural resource of the city. The first step will be a big clean-up of yards and lawns, streets and alleys, to be followed by a planting of flowers and vegetables in every available place.



There may be a new way to combine beauty and utility. Along the New York, New Haven and Hartford Railroad, south of Providence, R. I., about 1,500 rambler rose bushes have been planted to bind the soil and prevent dust from being drawn up by fast trains. The experiment is being watched with interest, not only for the further relief of railroad discomfort, but also with the idea of planting rose bushes for a similar reason along automobile thoroughfares.



The need for New York City's new ordinance regarding weights and measures, which went into effect recently, will be fully illustrated at the budget exhibition this month. We have all been outrageously cheated, but it will be hard to do it again. All scales, weights and measures must be tested and sealed at the Bureau of Weights and Measures, and any one changing these articles after the test will be subject to a fine of \$100. Inspectors of weights and measures have authority to take short weight dealers and peddlers into custody.



Nottingham, England, has lately adopted the Birmingham policy of improving, instead of clearing, overcrowded and insanitary districts. From January, 1909, to the

end of March, 1910, 31 houses have been closed for human habitation, and 261 houses have been put in good condition, 141 of these at the owners' cost. To overcome the difficulty of making the tenant show a proper respect for the house, collections of rents have been placed in the hands of ladies who act also as social and health visitors and insist that the premises shall be kept decent and comfortable.



The first Southwest City Planning Conference is to be held in Los Angeles in November, lasting three days with three daily sessions, at which papers will be read by experts in this kind of work. The exhibits will include maps, plans and models of every element of city planning, and will form the basis of the expert discussion. It is hoped that a distinctive type of city may be developed in the Southwest, where the climate makes possible the fullest enjoyment of open air and sunshine, broad spaces, flowers and fruits, where the mission style of architecture seems a fitting part of the landscape, and where the tenement house should have no place.



Last April Mayor Gaynor appointed the New York City Commission on Congestion of Population, the members of which have since been subdivided into committees on parks, streets and highways, transit, housing conditions, factories, taxation, legislation, public health, immigration, administration of laws and ordinances, labor and wages, charities, public squares and buildings, crime and delinquency. A number of public hearings have already been held by the Commission and by the committees. The nineteen members are men of ability and serve without pay. At this writing no action has been taken upon the request of the Commission for an appropriation by the city of \$15,000 for the expenses of its investigations.



As the result of a six days campaign under military form of organization the Buffalo Chamber of Commerce and Manufacturers' Club has a fund of \$100,000 which is to be applied over a period of two years to develop the city on a basis of common-sense civic loyalty. The story of the raising

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"Referring to work done by your Company on my live oaks and magnolias, beg to say they are very much improved, and we think they are good for a great many years more. From my experience, I think it is very necessary to have trees gone over by your method, and it improves them very much."

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of the fund is an interesting one. It was a systematic, thorough, brisk undertaking, carried through by 210 workers called the "Army of Development." There are now three bureaus under the management of the Chamber of Commerce and Manufacturers' Club, which are to deal respectively with publicity, new industries and conventions. Commercial development is not the only goal in view; this new movement fosters the kind of civic loyalty that is based on an intelligent appreciation of the city's advantages and possibilities. There are several regular committees working toward internal betterment, and the whole plan is broad, sincere and commendable.



The Board of Estimate and Apportionment of New York City has adopted resolutions submitted by the special committee of advance budget publicity providing for a budget exhibit during October and for "whatever other steps may promote the purpose of the Board to fully acquaint the taxpayers with the character and scope of the budgetary proposals, and to afford ample opportunity for their public discussion." In addition to the charts, diagrams, plans and photographs that will illustrate work done by the current expense budget, there will be other illustrative material showing the relation of next year's budget to the corporate stock budget and to other permanent improvements that are either in progress or contemplated. This will be the first exhibit of the kind ever given by officials of any city.



Since the National Municipal League has promoted the plan of municipal reference libraries, as a means of furthering public interest in municipal advancement, various cities have taken up the work. In many cases a municipal reference branch is maintained in connection with the public library, and in others books are kept classified.

In Minneapolis the trustees have taken up the question of having a municipal reference collection. In Kansas City, Mo., the City Club is urging a municipal reference library to be authorized by council. The universities of Wisconsin and Kansas each maintains a municipal reference bureau. Robert Treat Paine, Jr., of

Boston, is working upon a plan of a general municipal reference bureau for all the cities of Massachusetts.



Down in Chattanooga there is a new way of helping to make the city beautiful. Throughout the blossoming season attractive displays of easily-grown flowers are held in the store of Mr. Edward A. Abbott, whose enthusiasm for civic improvement is of a practical kind. The seeds and plants that he gives away have served to beautify many a dooryard in the city, and the health-giving exercise of gardening in the early morning hours and on holidays has produced, besides the blossoms, a set of citizens who have something wholesome and worth while to think of and talk about. The flowers exhibited are the product of the spare-time labor of one person on a lot 100 feet square. Their labels of every-day names and Mr. Abbott's instructions how and when to plant help the people to make their choice for the coming season. This is teaching by the object-lesson method, and many another citizen might get to work in the same way.



The United States Geological Survey, in coöperation with the National Conservation Commission, has collected data from which it has been estimated that smoke causes at least \$500,000,000 damage or loss to our country each year, and that the inhabitants of all the American cities lose by this evil an amount equal to the total taxes they pay on real and personal property. Buildings are defaced, merchandise is destroyed, cleaning and housekeeping cost more, fuel is wasted by imperfect combustion, vegetation is injured and even human lives are lost through the existence of the entirely unnecessary smoke nuisance.

It is being proved daily that all grades of coal can be burned without smoke. Proper furnaces and equipment and competent, well-paid firemen are necessary to accomplish this economic gain. The public is being educated to see how the pocket-book is touched, and adequate legislation will follow. Then an awakened public conscience must see that these laws are discreetly and firmly enforced. There must be no political or personal prejudice or unworthy motive if this movement is to be successful.

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Modern Methods of Street Cleaning*

During three months in 1907 Dr. George A. Soper studied street cleaning in about twenty European cities, gleaned information for Mayor McClellan's advisory commission on street cleaning for New York. The volume before us contains his notes on the subject, fully indexed and illustrated.

The first four chapters are general and analytical. The uses and abuses of streets are shown to become more complicated as the municipality grows, and the work of cleaning American cities is declared to be done in a most irrational and extravagant manner. We do not follow Col. Waring's aim and "keep a clean city clean," and too many cities make only desultory attempts to clean a dirty city. Sanitary ordinances should be enforced by the police, and their violation should be punished by the magistrates. All authorities having any kind of jurisdiction over the streets should coöperate with householders and the public at large to prevent an accumulation of city dirt. Our pavements are continually being broken through, and this has much to do with the cost of street cleaning.

The two chapters on the cleaning of pavements and the disposal of refuse give a great deal of information about methods of sweeping and washing the streets, the use of implements and machines, the management of dumps, the reduction of garbage and other wastes. In another chapter certain points are made which account for the good results of European methods of street cleaning: centralization of responsibility for repair and cleaning of pavements; a somewhat military organization under an experienced sanitary engineer; good pavements in good repair, preferably asphalt, which is easiest to clean, but will not hide dirt; sprinkling of streets, followed by washing with a hose to carry off the finer dirt; prompt removal of refuse and no unnecessary littering.

How this work is controlled, organized and executed in London, Westminster, Man-

chester, Paris, Berlin, Hamburg, Cologne, Amsterdam and New York is told in nine chapters with much descriptive and statistical detail and with many illustrations of implements and processes. On account of a great variety of conditions of pavements, traffic, weather and sanitary standards Dr. Soper found it impossible to deduce from his study the general principles of efficiency and cost for which he hoped. But his book is of decided value; it is clear and readable and it ought to reach every American street cleaning department and many an interested citizen.



The Health of the City †

This collection of papers, already published in part in the *Atlantic Monthly*, treats the subject of city health in a non-technical, clear and practical manner. The way in which the quality of air, water, food and housing, the disposal of waste and the control of noise affect the efficiency of human life, and what has been done to eliminate the harmful elements of all these components of our daily surroundings, is told so effectually as to put us on our guard. This is a book designed to educate the people of cities to know what they have a right to demand from the public servants who guard the health of the community. There is a charm, too, in the way of telling; we enjoy the reading while we are being taught.

Much is made of modern advance in sanitary science and the duty of the citizen to make use of every tested means of health protection. Smoke consumers, proper pavements, the vacuum cleaning process and sunlight are warring against the dangers of the air. In the matter of pure water, milk and food every citizen must be his brother's keeper. A chapter on "Sewer-Gas and Plumbing" shows the changed public attitude that now considers sewer-gas as comparatively harmless and recognizes the dangers of liquid sewage. The chapters

* By George A. Soper, Ph. D. Engineering News Publishing Co., New York, 1909. Octavo, 201 pp.; \$3.00 postpaid.

† By Hollis Godfrey. Houghton, Mifflin Co., Boston and New York, 1910. Duodecimo, 372 pp., \$1.37 postpaid.

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—*Boston Herald*.

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on city housing abroad and in America have already been reviewed in our department of *Gleanings*. The volume contains name and subject indexes and a selected bibliography of accessible English books.

Of the many appealing touches in these vital papers none is more refreshing than this pledge given by a child to Mrs. Isaac L. Rice in her campaign in the schools against unnecessary noise:

"I promise not to play near or around any hospital. When I do pass I will keep my mouth shut tight, because there are many invalids there. Nor will I make myself a perfect nuisance."



Municipal Improvements ||

The "Proceedings of the Sixteenth (1909) Annual Convention of the American Society of Municipal Improvements" contains much material too technical for the average citizen, but should be in the hands of every mayor, city engineer and superintendent of streets who wants to keep up with the experience of other cities.

There are several non-technical and informing papers to which we call especial attention. Prof. Henry N. Ogden, engineer of the New York State Board of Health, writes on "Education in Municipal Sanitation." He shows that city officials, boards of health and the mass of the people must be made to see that maintaining insanitary conditions is selfish and unnecessary. Personal interest and ignorance of the laws of sanitation and of what other cities, similarly situated, have accomplished, must not be allowed to prevent progress. The schools should teach municipal hygiene. In discussing "State Public Service Commissions and Municipal Franchises" Charles Carroll Brown shows what the Wisconsin commission has done in the way of thorough treatment of the requests and rights of public service companies. These examples are suggestive for the work of other commissions and for the framing of future franchises in Wisconsin.

|| American Society of Municipal Improvements, 1910. 426 pp., \$1.50 postpaid.

A. M. Reynolds, chief engineer of the Essex County (New Jersey) Park Commission, presents a short paper on "The Function of the Playground in the Public Park," which is fully illustrated with views of the playgrounds in Branch Brook Park near Newark. The point is made that it costs less to get and maintain park playgrounds than it does those separately located and that they need not destroy the landscape value of the park. "Public Parks and Street Trees in City Planning" is the subject of a paper by William Solata-roff. He considers the ideal layout for the average residential street a width of sixty feet divided into a roadway of thirty feet and two fifteen-foot sidewalks, each with a six-foot planting strip. The proper planting and care of street trees and the utilization of small spaces for park purposes are made much of in this paper, as well as the value of city control of shade trees in order to secure unity and harmony. This is a well-illustrated volume, and the discussions following the papers add interest.



A History and a Prophecy

The Civic-Industrial Department of the Chicago Association of Commerce has published a volume entitled "Chicago,"[†] which gives the natural causes that have brought about that city's unparalleled growth and rapidity of industrial development, and predicts the future of the metropolis of the Mississippi Valley.



City Planning

In our August issue appeared an article consisting of abstracts from the address delivered by Frederick Law Olmsted at the Second National Conference on City Planning and Congestion of Population. This address has been printed in full as a pamphlet by the American Civic Association, Union Trust Building, Washington, D. C. The price is 25 cents.

[†]By George E. Plumbe, A.B., LL.D. Civic-Industrial Committee of the Chicago Association of Commerce, Chicago, 1910. Octavo, 71 pp., 25 cents.



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The Park and Boulevard System of Kansas City, Mo.

By Ray F. Weirick

City Landscape Architect of Des Moines

Last winter, in order to make certain that the federal government would improve the waterway of the Missouri River to correspond with the projected work in the channel of the Mississippi, the people of Kansas City decided to raise a million dollars as evidence of their confidence in the success of the improvement. They thought that if the money had to be raised it might as well be raised quickly, so a month was set aside in which to accomplish the purpose. "Kansas City to the Gulf" became the slogan of the "boosters," and was painted in large letters across the front of the committee's headquarters. When more

itself to periods of prosperity and rapid growth without relapses. In the last quarter of a century Kansas City has twice passed through immense "booms." Men stood on street corners, for want of business offices, and sold real estate at profits of \$200 daily, and after the financial excitement had passed there was no reflexive depression. These booms, regarded by bankers as the most perilous periods in the life of the city, were withstood without a setback.

In the early '90's certain men of the city became impressed with the fact that in its rapid growth Kansas City had failed



SUNKEN GARDEN ON THE PASEO

than three weeks had passed much money had been subscribed, but if the same rate were to keep up the million dollar mark would not be reached. Then the true spirit of the town asserted itself, a grand final effort was made by the newspapers and the committee, and when midnight of the last day had struck the returns showed that the city had not only reached the mark set a month before, but the subscriptions had swelled the total some \$58,000 beyond the million.

It's a way they have in Kansas City.

From its earliest beginnings the city has shown a tendency to progress by leaps, coupled with the rare faculty of adjusting

to make a healthy provision of park spaces for the people. An examination of the public lands of the city revealed the startling fact that the city owned in park land less than one-tenth of an acre, this being a triangular remnant which some real estate dealer had donated to the municipality. Awakened to the need of immediate sentiment and study looking towards a proper park and boulevard system for the city, a number of public spirited men devoted themselves to the new movement. In March, 1892, Mayor Holmes appointed a board of five Park and Boulevard Commissioners, under authority of the charter of Kansas City. The President of this

Board, Mr. August R. Meyer, proved himself an untiring leader in the new movement, and his efforts, supplemented by the other members of the Board and their legal advisors, are largely responsible for the splendid success which followed. Mr. Geo. E. Kessler, a landscape architect, was selected to draw the plans.

The Board went to work at once in the study of local conditions, and in 1893 they published an extensive report, setting forth the proposed improvements, and showing how they would be likely to affect the city's welfare. The preliminary enthusiasm being passed, a very large majority of the people began to ask, as they have done in every other city, "Who is going to foot the bills?" Owing to the rapid growth of the city and the immense cost for public im-

provements to the Supreme Court the act creating the Commission was declared invalid. D. J. Haff, the attorney for the Board from its first appointment, immediately set about drafting a new law, correcting the defects of the old city charter, in which the word "Boulevard" was struck out of the title, leaving simply "Board of Park Commissioners." Submitted to the voters of the city, the charter amendment was ratified.

Bonds being out of the question, Mr. Haff had devised a scheme of special assessments against benefited property—in any event the most logical method of paying for park improvements. Furthermore, a bond issue not being agitated before the people, the pessimists did not get their usual opportunity to organize in opposition. Around all proposed parks or boule-



KERSEY COATES TERRACE (WEST BLUFF ABOVE THE UNION STATION) BEFORE AND AFTER IMPROVEMENTS

provements to keep pace with the population, the city's financial resources were strained to the limit. Bonds in the sum of \$3,100,000 had just been voted for the purchase of water-works, thereby exhausting the city's debt-making power for a number of years to come.

Paradoxical as it may seem, to this discouraging state of the municipal credit is due the possibility of Kansas City's splendid system of parks and boulevards, growing from practically nothing to 2,200 acres of parks and 40 miles of boulevards and parkways, and without increasing the public debt, although ten millions have been expended in the work to date.

In that same year the State Legislature had approved the appointment of the Commission, and to test the act some park land had been sought by purchase. On appeal

wards benefited districts were established. For the sake of convenience the city was divided into five park districts, but benefit districts might extend from one park district into another. The broad general principle applying that those receiving the benefit should pay the cost, opposition to any particular improvement was not aroused in localities remote from the improvement, and a great stumbling block which has hindered in other American cities was entirely avoided. Park lands were then acquired under the amendment in 1895 and 1896, not without cases being carried through the state courts and a decision handed down from the United States Supreme Court. The powers of the Board being thus established firmly, the work went forward rapidly.

The special form of benefit tax used for

the building of the Kansas City system of parks and boulevards resulted in the sale of Park Fund Certificates, which were (as outlined by Mr. Kessler in the 1905 Report) "merely a collective expression of the separate assessments against the lands in the park districts, the City Treasurer acting as trustee for their collection and disbursement, but did not become obligations of the municipality and did not conflict with the limitations on the city's debt-making power." These certificates bore interest and were sold the same as bonds, the interest being 6 per cent with the

vised out of the absence of city funds proved in the end to be a blessing.

The boundaries of Kansas City have expanded considerably since 1892; but it is noteworthy that, though the system as proposed in 1892 was complete in itself, it was capable of expansion along natural lines, and is as efficient a part of the greater system of today as it was comprehensive in the old city.

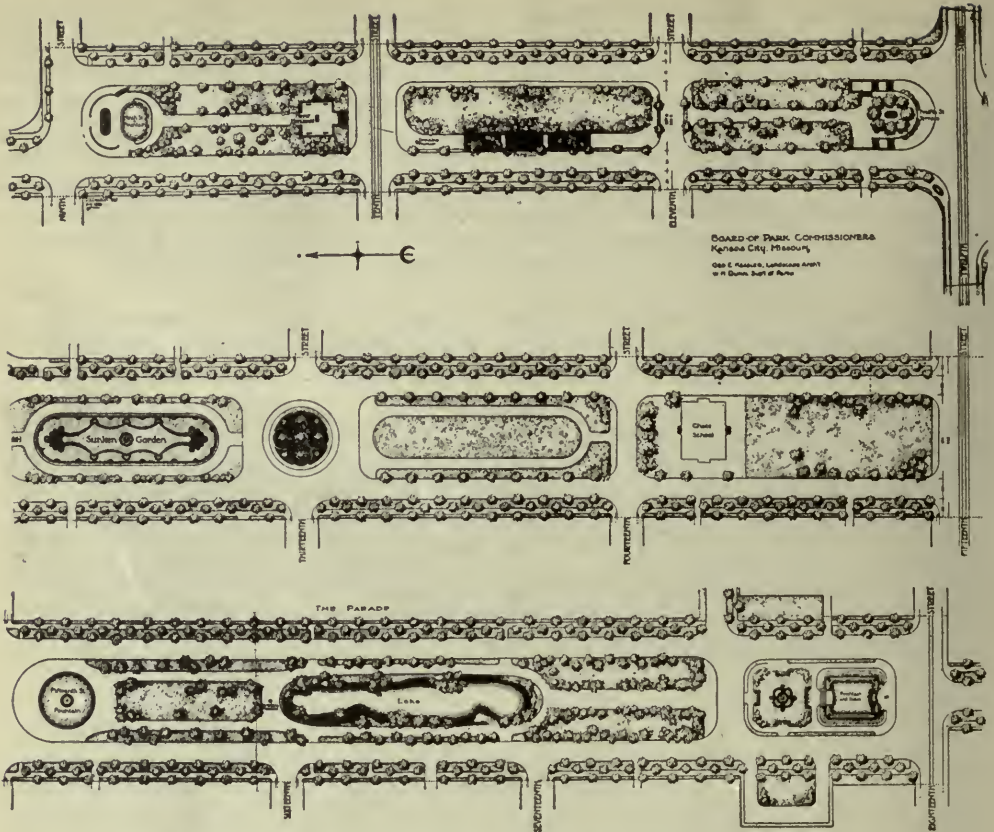
Boulevard routes were first selected. These were laid down in the parts of the city capable of development as fine residence districts. The rectangular system



ONE SECTION OF THE PERGOLA ON THE PASEO

privilege of payment in full within sixty days, but where payments were delayed the interest was increased to 15 per cent. The certificates were usually made so that the benefit tax spread over twenty annual payments, but in cases where the amount was very small the number of annual installments was reduced by one-half. As soon as the plan was put in motion it was discovered that insurance companies, banks, loan and trust companies, etc., were glad to pay a premium on the certificates, some being sold at 7 per cent above par. The demand proved to be greater than for ordinary municipal bonds, and the method de-

of streets, and the extremely wavering profile of all streets were a hindrance in the design of these drives, but gave Mr. Kessler the opportunity, after a careful study of street grades, to swing the courses of boulevards from one street to another, giving both easy travel and pleasing street vistas. On the south the city limits were passed in South Boulevard (since renamed) connecting Penn Valley with East Boulevard, the latter leading from the south city limits to Walnut Grove, a small woodland tract, thence on north to North Terrace Heights overlooking the Missouri River. North Terrace furnished an excellent scenic



THREE ADJACENT SECTIONS OF THE PASEO. (VIEW AS IF ARRANGED END TO END.)

reservation, being a jumble of precipitous limestone crags, to the face of which clung an old quarry road. This road furnished the suggestion for a Cliff Drive, which was laid out several miles long amid scenery as fine as that of the mountains. Independence Avenue, improved as a boulevard, connected North Terrace with the Paseo.

If the question were asked as to what one feature has added the most fame to the Kansas City park system, the answer would undoubtedly be: the Paseo. It derives its name from the Spanish "paseo" or promenade. To start with a tract was discovered one-half block in width and nine blocks long, lying in the heart of the city, and extending north and south. Owing to its location this line of narrow blocks is crossed by a large per cent of the population, twice every day, as most of the people going to the business section from the south, east and north parts of the city travel in car lines traversing this area.

The fact that the region thereabout was settled up closely with negroes and shiftless whites made it very desirable that something be done to clean up the district and build it up with attractive residences. Mr. Kessler proposed that this tract be acquired for the full half-block in width, to give fine garden effects, a divided roadway and footwalks. On the north the Paseo was connected with Independence Boulevard. The separate blocks were adorned respectively with fountains, a fine pergola in three flights, an imposing architectural terrace, a sunken garden, a small lake shrouded by water shrubbery and several warm stretches of lawn. At the lower end the Paseo ran for three blocks alongside of a level tract named the Parade, which was developed as an extensive playground for both children and youths.

Other park areas reserved were West Terrace, Penn Valley and Budd Park. The first two were areas typical of the rugged topography of the city. West Terrace com-



VIEW IN PENN VALLEY PARK

prised a row of rough limestone ledges, frowning down upon the Union Depot and the Kansas River, in formation much the same as North Terrace. Here a jumble of rude squatters' huts was cleared away for a driveway, elevated above the alluvial river bottoms, already covered with manufacturing plants and railway yards. Directly above the depot several lookout towers and some clinging flights of stone steps have since been erected.

Penn Valley was another rugged area of 134 acres, spreading back and up into the chain of hills which cross the south side of the city. This was developed with a mirror lake and several miles of rockbound drives, combining observation peaks with sheltered valleys. Budd Park (21 acres) is in the east part of the city and stands as the gift of a public-spirited citizen. Indeed Kansas City has been blessed with a number of citizens who gave extensive tracts to build up the park system. Under the park law the city may accept desirable tracts of park land, and become bound to certain fixed annual sums to be spent in permanent improvements. Several small recreation areas were also provided for in the first park system.

One feature of the Kansas City boulevard work deserves special attention. Like

all western cities, most of the streets were platted in widths of from 50 to 60 feet. Mr. Kessler emphatically gave it as his opinion that no boulevard should be of less width than 100 feet, with the added provision that where car lines followed the boulevard an adequate extra width should be provided. The tendency of the park commission since that time has been to increase the minimum width to 110 feet. Because most of the original boulevard system followed the lines of existing streets special arrangements had to be made for cutting back abutting property. No set rule in this was followed. Where conditions of alignment demanded all the extra width was taken from one side of the street. In other cases, equal strips were taken on both sides. To pay for this loss of property a jury decided upon the district to be benefited, which in general included land for a block and a half on either side of the intended boulevard, and the cost of land taken was then assessed against this benefit zone. Then the cost of improvement of the boulevard itself was charged directly against the abutting real estate (land only). It therefore followed that in some cases the cost charged to abutting real estate for the boulevard was greater than the damage paid for the property taken, and the owner

would not only lose a strip of land along the boulevard but would also have to pay something for construction. In other cases, the damages paid amounted to more than the cost of the improvements, and the property owner would come out with some money ahead. In all cases the broad general principle applied that the property benefited should pay for the improvement.

The testimony is unanimous from all cities that abutting property receives great increase in value from park improvements. The following table will give a general idea of how the boulevard assessments in Kansas City affected values in contiguous real estate.

Name of Boulevard	Value per front foot before improvement	Value per front foot after improvement	Cost of construction per front foot	Average gain in value per front foot above all costs of construction
Benton	\$15—\$20	\$45—\$60	\$8.53	\$26.50
Linwood	50	80—100	7.99	32.00
Harrison	8—15	70	6.17	52.30
Gladstone	40—45	85—100	8.88	41.00

This shows an average gain in value of 325 per cent over the value of abutting real estate prior to the establishment of the boulevards. The maintenance of boulevards is cared for from three different sources of revenue. Because the general public derives the benefit from the boulevards after they are constructed the city charter permits a general tax not to exceed 2.25 mills for maintenance of parks and boulevards. A special tax of 10 cents per front foot is charged against the land abutting a boulevard, which goes to help pay for oiling of driveways, cutting grass, spraying trees, etc. In addition all vehicle and automobile licenses are turned over to the Park Board as an additional maintenance fund.

Since the first proposed park and boulevard system was adopted and installed the system has had a most substantial growth—a growth, however, which has failed to keep pace with public demand. The link on the north between the Paseo and West Terrace was filled in by Admiral Boulevard, and West Terrace was joined with Penn Valley by a diagonal boulevard, thus giving a complete boulevard circuit. Between the Paseo and Penn Valley a fine scenic parkway was laid out, running south from a location which has since been selected as the site for a monumental new union railway

station. Following a custom of the Park Board this parkway was named after a former member of that Board, Mr. Robert Gilham. Gilham Road became one of the most popular driveways in the city, and has been extended to the southern limits of the city to a cross connection with the Paseo extended. The Paseo has been continued as a boulevard clear through the city. Roanoke Park, a wilderness of stone ledges and native woodland, and Spring Valley Park, a fine neighborhood area of 21 acres, were acquired. Several small playgrounds were equipped; and it is well to add that it is Mr. Kessler's method to make these breathing spots so attractive that large

numbers of adults sit in them to watch the antics of the youngsters. Mr. Kessler believes in having some nook in every park isolated for the use of the children, and so successfully has he harmonized the children's grounds with the rest of the park scheme that one is never made to feel that a playground must also be a place of dust and noise.

A millionaire philanthropist of the city, Mr. Thomas H. Swope, deeded the Park Board a rural tract of virgin meadow and timber land covering 1,350 acres, and lying several miles beyond the city limits to the south. Swope Park has become the most popular Sunday recreation park that the people have access to, and a double track car line has become so inadequate to handle the crowds that a loud demand is being heard for other lines.

Extensive new work is under way. The Blue River in the east part of the city, flowing north from Swope Park to the Missouri River, is to have bank parkways; and Brush Creek to the south is under improvement. Extensions are being made to a number of boulevards, and the time is not far distant when a metropolitan park system will be necessary. Several cemeteries, improved along modern parkland ideas, are to be given boulevard connection, Mr. Kessler being a strong advocate of treating



HOLME'S SQUARE PLAYGROUND

cemeteries along rational and esthetic principles.

The boulevards and parkways are under strict police regulations. Before crossing them all street cars must stop, vehicles on the drive having the right of way. No business traffic is allowed, and the more swiftly moving vehicles must keep to the center. The maximum speed permitted is 18 miles per hour, and this is reduced on the two Cliff Drives to 10 miles per hour. Red lights on standards in the center at all intersections and turns signify "slow down and keep to the right." Pedlars must keep off from park property, and rubbish from private properties must not be allowed to accumulate. All side connections are constructed by the Board of Park Commissioners, or under its supervision.

The success of the city in the oiling of its drives has attracted national attention. On Mr. Kessler's recommendation macadam pavement was laid on all drives. Until 1906 water was sprinkled to keep the dust down at a cost of 2.25 cents per square yard, or over \$14,000 annually. This method was far from satisfactory, resulting either in chalky mud or dust; and in the autumn of 1906 the first experiment was made with crude oil from the Kansas fields. The people of the city, unaccustomed to this method of dust treatment, tracked through the fresh oil, before it had a chance to soak into the crushed rock, and carried the sticky substance into their houses. A tempest of protest resulted. The Park

Board offices were besieged with complainants. After the first few days, however, the people of the city had learned to avoid the fresh oil, and to use the places provided along every freshly treated pavement for passage across the pavement. The good results of the treatment were immediately evident, dust was entirely abolished, the driveways took on a more pleasing color, and complaints ceased. The following spring the entire system of macadam drives was treated, followed later in the season with a second oiling. The cost proved to be only two-thirds that of water, and the results were preëminently more satisfactory. No protest is heard against oiling now; on the contrary the Park Board is criticized if the oiling is not done promptly twice a year. Many engineers have expected to see the Kansas City macadam drives go to pieces, "scale off" on top, and require extensive relaying and repairing. Such has not been the case. The oiled surface becomes tough and soundless, giving equally good service the year round. The first oils used were of paraffine base, but of late years various products having asphalt bases have been experimented with with very satisfactory results.

From the first proposed mileage of 9.85 the Kansas City boulevard system has extended to four times that amount. From a scheme viewed at first with skepticism by ninety per cent of the population has developed a magnificent system of parks and pleasure drives regarded as one of the

assets of the city, and displayed with pride by every citizen of the city. A monument now stands at the head of the Paseo to Mr. Meyer, the first President of the Park Board with the beautiful gardens reaching from its base for several miles within view. Mr. Wilber H. Dunn, who has been Superintendent of Parks for many years, has established an enviable record for efficient

working forces and harmony between the different departments under his supervision. The grandest monument to Mr. Kessler will be the perfected system as the city goes on, as in the past, to carry out his plans step by step, keeping a little ahead of the growth of the city, and affording at all times pleasant and inspiring means of recreation for all classes equally.

A Wide-Awake Woman's Club

Victoria, Texas, has a woman's club that sees civic possibilities and makes immediate use of them. It is called the Bronte Club, and it has a junior auxiliary of young ladies from fourteen to eighteen years of age, who know how to take responsibility and accomplish good things.

Some time the United States Government is going to erect a federal building in Victoria. Meanwhile why not use the vacant lot for a children's playground? thought the Club. Permission was secured from the government, and the juniors went to work to beautify and furnish the grounds. The City Council and private citizens gave money, services and furnishings, and soon this pretty city of 10,000 inhabitants will have a thoroughly equipped and up-to-date playground. Then by the time the government wants the lot perhaps the citizens will have discovered the absolute need of such a place, and will secure a permanent plot of ground for the purpose.

Other things this Club is doing through its philanthropic department, the first official act of which was to take membership in the American Civic Association. It has helped to secure open-air band concerts, and has worked for a new and more effectual Arbor Day; it invited Mr. Howard Evarts Weed to give a lecture on civic betterment, which seems to have left a per-

manent impress; it has established a free rest room for rural shoppers, has organized a Negro Civic League that did good service on the "Clean-up Day" which the Club conducted, has started crusades against bats, sparrows and mosquitoes, and has secured from the Mayor the promise to enforce the billboard ordinance and the one ordering the screening of all water receptacles with mesh wire.

More and greater things it has done; it gave impetus to the movement to obtain an inexhaustible supply of pure artesian water, and it secured the state tuberculosis exhibit, which reached thousands of people. The country schools, the neighboring towns and newspaper correspondents were communicated with, circulars in English and Spanish were distributed, and as a result the Mexicans were for the first time made participants in the benefits of the exhibit. Within ten days 4,000 Red Cross Christmas stamps were sold.

There seems to be something about this Club that enlists coöperation from Mayor and City Council, from the merchants of the city and from other representatives of a sympathetic and generous people. The Club members are evidently always on the alert to discover their city's needs and the most progressive way of meeting them, and the gift of tactful appeal to the public is apparently very much in use in Victoria.



The Billboard Nuisance*

By Harry F. Lake

Of the New Hampshire Bar

It must be understood at the outset that any discussion of billboards involves a consideration of that which is the subject matter of property which has a high market value. There are, so far as known, no statistics which show the value of billboards and similar advertising means throughout the country. But it must be understood that the value of such property is simply enormous. Those who are interested in maintaining billboards have, it is understood, a national organization which is, by some, called a trust; they produce an active lobby in every state where legislation adverse to their private interests is introduced, and they have an active and forcible publicity bureau.

As illustrating the large proportions to which this business has grown, I would call your attention to the fact that successful negotiations were recently completed by the National Association for the Study and Prevention of Tuberculosis with the Associated Bill Posters of the United States and Canada, when the latter body, at its convention in Atlanta, agreed to donate to the anti-tuberculosis campaign space on all its thousands of billboards, and the Bill Posters were willing to hang up in all parts of the country at least a million posters descriptive of the dangers of tuberculosis and of the ways in which it could be prevented.

Now note, this advertising, if paid for

at regular rates, would cost the sum of \$1,200,000, and the work the Bill Posters have agreed to do would cost \$200,000 more; so here we have an industry so great in its resources that it can, without apparent embarrassment to itself, donate to a single purpose, without a dollar of cost to the donee, the enormous sum of \$1,400,000.

However, we are tonight to consider the billboard more especially as a nuisance and not as a philanthropic institution.

The billboard is being attacked on every side by the public official, by the sanitarian, by the legislator, and by the lover of civic beauty. For as someone has said:

"More and more undoubtedly the movement against the billboard will have the sympathetic approval of all citizens, whether or not they are lovers of civic beauty. This contest is as much in the interest of material business prosperity as in the interest of disfigured landscape.

"The great body of the public is beginning to appreciate that whatever makes for the beauty of the streets of a city will also make for a greater power in all branches of business activity."

A brief review of the objections to the billboard, as we are most familiar with it, would include the following:

It is frequently a nuisance and danger to property in its neighborhood. The fire chiefs of all of our large cities testify that it is a delay and a handicap to firemen. Frequently firemen have to cut a way through a sign board, or demolish it altogether, before effective work can be done on the fire raging behind it. But slight reflection is needed to show how dangerous



Courtesy of Mr. Donnell

CARTOON FROM THE ST. LOUIS GLOBE-DEMOCRAT

*An address delivered before the Sixth Civic Conference of Concord, N. H.

such a structure would be in large cities and narrow streets.

The billboard is frequently dangerous to health. It has been found in many cities that the spaces behind billboards have become unpleasant nuisances, since many careless people have used these spaces as a common dumping-ground, where enormous amounts of filth have been deposited for the reason that such spaces are well screened from the streets. In this way the sanitary officers of many cities declare that the entire population of large areas has become subjected to the danger

scenes, suggesting in most unmistakable manner a kind of life far removed from the normal and the wholesome.

One time not long ago, from a certain point on Main Street, there could be counted between Pleasant Street Junction and Bridge Street fourteen such portable billboards. And now what shows were these billboards advertising? With your permission I name a few: "Why Girls go Wrong;" "Why Girls Leave Home;" "Taming a Husband;" "A Rose of the Tenderloin;" and so on with an endless round of plays and productions, the character of which is



Courtesy of the American Civic Association

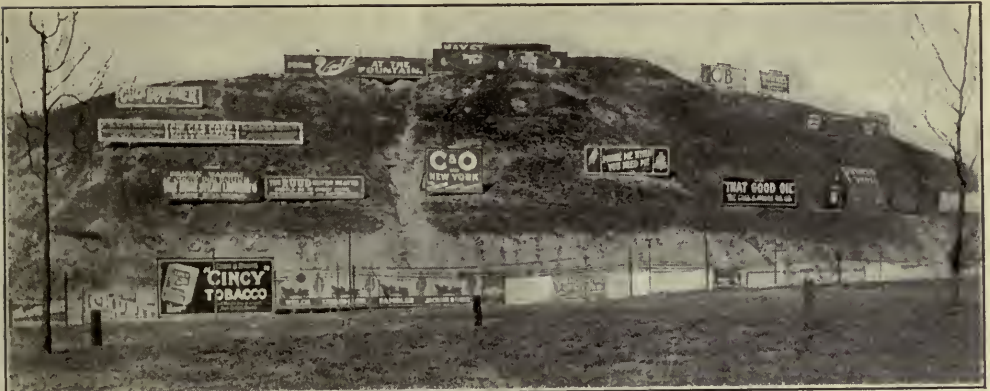
ADJOINING PITTSBURGH'S FINEST HOTEL

of serious disease. This consideration has led some cities which undertake to control the erection and maintenance of billboards to make it compulsory that they be built with an open space of several feet from the ground to the billboard structure itself.

Probably a much more serious objection to billboards in their most familiar form is the unwholesome nature of the advertising displayed upon them. Moral agencies indict them because they are so frequently used to advertise lurid and sensational plays and alcoholic beverages. To be more specific, what Concord citizens would mostly have with which to find fault in this connection would be the portable billboards plastered with the photographs of actors and actresses and unusual, if not impossible

doubtless indicated by their advertisements. You can't go on the street without seeing them if you keep your eyes open,—structures crude in workmanship, lurid in color, hideous in general appearance, all coarse, many vulgar, and some of them indecent; and around such baleful exhibitions, both moveable and stationary, suggesting by their advertisements the use of firearms and scenes of bloodshed and violence, and a way of life that leadeth to destruction, can almost any afternoon, out of school hours, be seen groups of boys and girls standing open mouthed.

You protest vigorously against the production of an indecent play, and your protests result in a small house in attendance upon the play, and a modification of the lines of the play; but how ineffective such



Courtesy of the American Civic Association

DIRECTLY OPPOSITE EDEN PARK, THE FINEST PARK IN CINCINNATI
Eleven lines of street cars pass this spot

result is when we consider that the play is with us but a single evening, while the advertising is with us for several days in advance; few people actually see the play, but hundreds, unwilling, even going up and down our Main Street, from the windows of vacant stores, from either portable billboards or large stationary billboards, see staring them in the face posters with suggestions and scenes depicted thereupon more noxious than any set forth in the play itself. You have an option as to whether you will attend the play, but unless you walk with your eyes closed on our Main Street you cannot exercise an option as to whether you will see the advertisements of the play. We wonder frequently why boys

and girls of whom we have the right to expect better things so frequently fail in their studies, and why the wholesome amusements of church, home and school appeal to them sometimes but little. May it not be that the answer is found in part in the fact that the mind of a young person forced and excited by mental stimulus of this character has but small room left for the wholesome and normal.

There is, however, another forcible objection to billboards, and that is the objection to them as, to use an expression coined by Dr. Eliot of Harvard, "uglifiers of landscape."

Who has not seen them as such, and felt indignation at their insulting obtrusiveness



Courtesy of the American Civic Association

HOW WOULD YOU LIKE SUCH A FRAME FOR YOUR OTHERWISE ATTRACTIVE HOME?

both in the country and in the city? How unwelcome to walk down the streets of a city, or to ride into the country to behold all these suggestions and commands about the clothes we should wear, the tobacco we smoke or chew, the whiskey and beer that is the best to drink, or the worst, the kind of codfish we should eat because boneless, the kind of soap that is 99.44 per cent pure and floats, the particular sort of breakfast food that will increase our efficiency by half, and the places we must go to if we would be happy, all on billboards that flaunt their loud color, their ugly vulgarity in the face of every passer-by—disfigurements erected in the midst of fields and meadows, affixed to trees and fences and gateways and

our invigorating air and our incomparable scenery. How impudent it must seem to them, how disgusting, to meet on all sides these commands on billboards, and other advertising means, as to the most personal things in life. What may be fairly claimed is the landscape in the country and the open spaces in the city do not belong to the man who chooses to pay a few dollars for them, but is an asset of the community at large; and one of these days the people of a commercial community will appreciate the fact that, to put it in terms of trade, beauty is a valuable asset as well as a "joy forever;" and then the purveyor of pills and medicines, and the advance agents of circuses cannot go up and down the land destroying



Courtesy of the American Civic Association

DIRECTLY OPPOSITE THE CARNEGIE INSTITUTE, PITTSBURGH

walls, and painted on the sides of smooth rocks.

Now the great objection to the erection and maintenance of billboards in the places suggested in the minds of many people is the fact that they disfigure the landscape, destroy the view, render commonplace otherwise wondrous scenic beauty. But if there are found those who make but light of such objections, and care not themselves for beautiful things in nature, then there is that other objection which never yet has failed to hold in its grip the American people, viz., the objection that such disfigurements destroy money values.

New Hampshire is called the "Switzerland of America," and no small part of our prosperity comes from the people who sojourn with us but a few weeks of the year to make themselves new again in body and mind by

views in the country and open spaces in the city, thereby destroying also values that belong to the whole population, and that no single individual has the right to ruin.

How offensive to the lover of beauty such advertising means must be is well illustrated by something I chanced to see only a little while ago. If you are near the head of Newfound Lake, in this state, it may be that you will pause near a turn in the road on the north shore, at a place where you have the waters of the lake on your right hand and a huge overtowering hill on the left. You look across the waters of the lake ten miles, and then up to the hills beyond, upon a scene that is almost incomparable in its beauty; but, if you change the angle of your vision a degree, your eyes meet the huge advertisement of a Bristol druggist painted on the bare rock. Few

men can stand in such scenery unmoved, and as one turns from it, to the unescapable advice on the rock, one feels that such a perpetration is not only a nuisance, it is an outrage on the public, and, in such a presence, an insult to the Creator.

This painting of advertisements on bare rocks sometimes leads to unlooked for results. You may have heard of the instance where the religious enthusiast painted upon a rock the exhortation "Prepare to meet thy God," above which a patent medicine man painted the advice "Use Johnson's Anodyne Liniment," after which the practical joker came along and connected the

tions, and that they disfigure landscape to the point of reducing and indeed destroying property values, what can be done about it?

In some cities where the nuisance of the billboard has become one of large proportions, business men, women's clubs, and many organizations having for their object, either primarily or incidentally, the bettering of civic conditions, refuse to trade with those people or patronize those interests which advertise in objectionable ways. In some cases a protest of this kind has been sufficient.

The *Outlook* for April 16 last shows that a large number of cities, suffering seriously



Courtesy of the American Civic Association

THE TWO CORNERS PRESENT A VIVID CONTRAST

two sentiments by the single word "and."

How much more it will mean to the prosperity of New Hampshire, in the added enjoyment to the thousands of automobilists who will annually make their way from the Massachusetts border to the White Mountains along our three trunk lines of highway, if they can do so with the views towards the fields and meadows, hills and mountains unobstructed, instead of having to pass through an avenue of billboards erected alongside the road. How much better an impression the traveler from the south might get of Concord if his first approach to the city at Railroad Bridge was not greeted on his right by that horrible old black house, almost surrounded by billboards!

If now it be admitted that billboards may be dangerous to health, that frequently the posters upon them, and scenes depicted thereby are unwholesome in their sugges-

from billboard evil, have undertaken to curtail it, or do away with it altogether. Among those cities are Chicago, from which arises a case in which the Supreme Court of Illinois affirmed the right of the police to censure immoral posters), Montclair, Worcester, Cincinnati, Cambridge, San Francisco, Seattle, and Washington. In the last city the Commissioners of the District a year ago agreed to refuse any more permits for the erection of billboards, the records showing that from January 1 to July 15, 1909, permits were granted for billboards on 182 walls and 56 fences.

Under the laws of some states cities and towns exercise a licensing power over billboards, and the ordinances which control this matter prove the feeling of impatience and desperation of the framers of the ordinances, for they leave but small comfort to the erectors of billboards.

As illustrating this point I quote from

the opinion of Mr. Justice Woodson of the Missouri Supreme Court, in a recent opinion involving the right to advertise:

"While all kinds of business and merchandise are advertised by this means of display, yet observation and common experience teach us that probably the greater per cent thereof proclaim the newest and choicest brands of liquors, tobacco, cigars and cigarettes, and announcements of plays which are to be presented at the theaters. They offer shelter and concealment for the criminal while lying in wait for his victim. And last, but not least, they obstruct the light, sunshine, and air which are con-

ducive to health and comfort. While advertising, as stated, is a legitimate and honorable business, yet the evils incident to this class of advertising are more numerous and base in character than those incident to the numerous other businesses which are considered *malo in se*, and which, for that reason, may not only be regulated and controlled, but may be entirely suppressed for the public good under the police power of the state. My individual opinion is that this class of advertising, as now conducted, is not only subject to control and regulation by the police power of the state, but that it might be entirely suppressed by statute, and that, too, without offending either against the state or city."

Excess Condemnation and Public Use*

By Andrew Wright Crawford

Assistant City Solicitor of Philadelphia

Comparison of

(a) The Lloyd-George Budget and the taking by taxation of twenty per cent of the unearned increment in the value of land, unearned by the individual, the increment resulting from the gradual increase in values of a community; and

(b) Excess condemnation and the taking by the municipality of the increase in value earned directly by the expenditure of the money of the municipality.

In the case of the Lloyd-George Budget the state proposes to take twenty per cent of the increase in value of land resulting without any direct expenditure by the state and without any direct expenditure by the individual. In the case of excess condemnation, the proposal is to secure to the individual everything which he owns at the time of the condemnation including whatever increase has come to him as the result of his own expenditure, or as the result of the growth of the community. But the state is to get whatever additional increase there may be as the result of the expenditure of money about to be made by the state in directly improving the value of the land through the local expenditure of the public funds. In the one case a portion

of unearned increment is taken from the owner by the state, the owner getting no individual return at all. In the other case nothing at all is taken from the owner that he already has. There is taken from him the power to benefit by the increment earned through the expenditure of the people's money; and the entire community is to benefit from that expenditure through the additional public facilities created directly.

The Two Questions

The questions to which this address is directed are two:

(a) Is the taking of private property not absolutely necessary for a specific improvement as, for instance, a public street, which property abuts thereon at the same time that the property for the street is acquired, in order to sell such excess property at an advantage for the sole purpose of recouping the expense of such improvement a taking for a public use?

(b) If this question is answered in the negative, is the taking of private property contiguous to a park or parkway and within a reasonable distance thereof, say two hundred feet, in order to protect such park or parkway, its environs, the preservation of the view, appearance, light, air, health and usefulness thereof, by reselling such prop-

* Résumé of address delivered before the Second National Conference on City Planning and the Problems of Congestion.

erty with proper restrictions to this end, a taking for a public use?

Respective Provinces of Legislatures and Courts

Whether it is expedient or wise for the legislature to grant authority to take property for public use is purely a political question and one solely for the legislature. But whether the use to which it is sought to appropriate the property authorized to be taken is a public use, is ultimately for the determination of the courts.

Strong Presumption that the Use is Public

While this question is ultimately for the courts it is in its essence a question of fact. This being so the courts will not interfere with the legislature's decision as to that fact unless it manifestly appears by the provisions of the act in question that the act can have no tendency to advance or promote such use. There is always a presumption by the judicial branch of the three-headed form of government usual in this country that the acts of the other two heads are legal. This is a strong presumption which can only be overturned by showing that the act is unconstitutional beyond a reasonable doubt. Stronger than this ordinary presumption is the presumption in favor of the validity of the legislature's decision as to a question which is largely one of fact. The presumption, therefore, in favor of the validity of an act that authorizes the condemnation of land for a purpose is unusually strong if that purpose is in fact public.

If Use is Public the Method is for the Legislature Alone

If a use is public the method by which that use is to be acquired is solely for the legislature. If a mere easement is sufficient, but the legislature chooses to give authority to acquire a fee simple, the courts have no jurisdiction to interfere.

No General Definition of Public Use

There has been no successful attempt to frame a definition of the term "public use" other than that the exercise of eminent domain shall be for the public good. "Such a definition should comprehend not only all the existing public purposes justifying such a proposition, but should anticipate the future exigencies of society, demanding new laws and varied exercise of the protecting

and fostering aid of the state." These "uses * * * are being enlarged and extended with the progress of the people in education and refinement. Many things which a century ago were luxuries or altogether unknown have now become necessities. It is only within a few years that lands have been taken in this country for public parks."

Are Financial Reasons Sufficient?

If there is a public need that a new street shall be opened to connect directly distant parts of a city, and if in order to carry out that improvement the city must have financial aid that can only be secured through the power of purchase and resale, and if, as a practical proposition appealing to the community in its business and corporate aspects, it is altogether impossible for the city to undertake the construction of the street unless it has such power, is the granting of the power for a public use?

This is the form of power that is frequently exercised in European cities. Are our cities impotent to receive and our legislatures impotent to give the power constantly used by foreign cities? Are the cities of the United States to be unable to undertake great improvements that will benefit the entire community? Is the fear of the judiciary that perhaps graft may be involved in such a power to prevent them from seeing the public use of the power from the practical point of view?

There is no question in my mind that at the present time the majority of the courts of this country would answer that such power may not be given. A campaign of education of the judges must be undertaken. The judges must be brought to see the real necessity of the power, and to realize that the greatest good of the greatest number demands its exercise.

To Protect Parks and Parkways Is a Public Use

If the foregoing question must be answered in the negative at the present time, before the campaign of education has had its effect, must the same answer be given where the exercise of the power of eminent domain is for the purpose of realizing the full benefit of new streets, parks and places of recreation by adequate control of the surroundings so as to secure in full their health-giving objects, to produce usable building lines, and to secure a complete and esthetic result?

The Police Power Not Sufficient

Whether or not the control of the surroundings of a park or parkway can be secured through the direct exercise of the police power would seem to have been answered in the negative, with much appearance of finality. For the exercise of the police power no compensation is given to individuals. It appears by the very great weight of authorities that such exercise of the police power is unconstitutional. Certain recent decisions cast doubt on these decisions and show the effect of education, as for instance, education as to the billboard evil.

Eminent Domain Is Adequate

This control is probably to be sought under the exercise of eminent domain either by acquiring an easement or, if the legislature chooses, by acquiring a fee simple and reselling under building restrictions. It has been held in a number of cases that the preservation or improvement of a park by adding to it rights in light, air and view, compensation for the acquisition of the easement being provided, is a public use. Esthetic purposes have been held to be a public use in certain instances. The condemnation of land for the sole purpose of adding ornamental strips to an avenue has been held a public use.

I am of opinion that the acts passed by a number of the legislatures of the country giving the power of acquiring property within a reasonable distance of a municipal improvement in order to resell with such restrictions will be held to be a public use. I am equally convinced that it would be unwise at the present day to attempt to pass acts designed to acquire such ground merely for financial reasons. The public and especially the judges must be educated, and the best means of educating them is to get them to see the necessity of condemning for limited purposes first, as for instance the preservation of the light, air and beauty of a park, before the broader power is brought before them for judicial determination.

The Broader Power Given in Principle

This very power has been given in principle and has been exercised, without, however, a decision of the courts on a contested case; park commissions have been given authority to acquire an entire tract of ground

when a portion only has been required for a park, the excess portion to be resold. The Fairmount Park Commission of Philadelphia was given this power, and portions have been resold. The mere fact that a small triangular or other irregularly shaped piece of property will be left if this power is not given, does not differentiate it from the broad power to take merely for financial reasons, and I am convinced that it was a financial reason that really persuaded the legislatures to give this partial power. This reason broadly put is that when the larger part of a property is to be acquired the jury of condemnation gives the claimant the value of the whole, and in my personal experience and observation a good deal more than the real value of the entire tract; and the legislature thought it wise in such cases that when a city has to pay in fact for the entire tract it should have the entire tract. While this power has, so far as I know, not been directly involved in litigation it has been upheld in an opinion to the legislature by the Supreme Court of Massachusetts.

Conclusions

It therefore appears that the power of eminent domain may be given to cities to acquire land abutting on that needed for a public improvement in order to resell the same with proper restrictions, so that the full benefit of the improvement may be secured by the community, even though one of the motives of exercising the power is a monetary one. It further appears that, because of the human aptitude of jurors to give the value of the entire tract when a small portion only is left, the power to condemn the small portion not needed is a public use. It also appears that if the sole object is to save money to the city, or, as its enemies put it, to enable the city to speculate in land, by giving unlimited power to condemn in excess of the necessity, in order to resell, such power would now be held unconstitutional. But the final definition of what is a public use has not yet been determined. If the matter is approached gradually, giving time for the education of our fellow human-beings who occupy judicial office, it may be that the power to resell when necessary to carry out central reconstructions of our cities may yet be held valid.

Taxation of Land Values in American and Foreign Cities

By Joseph Fels

One of the phenomena of this age is the attraction of population to cities. Not only is man gregarious or social in his instincts, but the subdivision of labor and complexity of exchange, which denote our advancing civilization, compel men to live and labor together in large numbers in order to produce the greatest results. In so doing they but follow the line of least resistance, *i. e.*, seek to satisfy their desires with the least exertion.

This congregation of vast numbers has projected new problems which an advancing civilization must solve. Among other questions for the cities to solve are those pertaining to the raising and disbursing of the huge revenues required for the complex activities of the modern city. The city fathers, ever following the line of least resistance, have bonded the cities, borrowed money almost to the constitutional limit, and piled up huge debts for posterity to cancel or to stagger under as best it may.

But the people clamor for more public improvement, more and better streets, walks, parks, public buildings, etc., and the question arises: "Where is the needed revenue to come from?"

Already the burden on private improvements, occupations and business is becoming too grievous to be borne. Improvement and business is checked, in fact well-nigh throttled. The followers of the Prophet of San Francisco are at hand with the solution. They would tap the inexhaustible public reservoir of land values. For thirty years they have dinned into the ear of the tax-gatherer the refrain: "Tax land values and relieve industry." Now that the tax-gatherer is at the end of his rope, since industry is burdened to its full capacity, he is beginning to hearken to this appeal to tax land values, which in all lands is becoming a live issue.

In American cities land values are already taxed, but on the same basis as improvements and personal property. However, little progress has been made in the practical work of exempting labor products and

confining taxation to the privilege of land-holding.

Some fifteen years or more ago the little town of Hyattsville, Md., a suburb of Washington, exempted improvements for one year, and increased the tax rate on land values, with the result that more buildings were erected during the year than in the five years preceding. But the state courts decided against the experiment, and the town dropped back to the old rut.

A crude attempt to place the burden of public improvement on the beneficiary of such improvement, the land-owner, is in operation in many American cities in the form of special taxes for street, sidewalk and park improvements assessed against abutting property owners.

In the cities of New York State the Ford Franchise Tax Law calls for the assessment of the franchises of public service corporations as real estate. The franchise value of a public service corporation enjoying highway privileges is essentially land value. It is the capitalized value of the exclusive use of the public streets for a certain purpose.

In many American states and cities there is a growing demand for the exemption of factories, occupations and personal property. Such exemption would shift a larger part of the tax burden on to real estate values. To a more limited extent there is agitation for partial exemption of improvements from taxation.

The principle of the taxation of land values has received wider recognition in Canada, where a number of cities have ceased to tax improvements. Vancouver, the metropolis of British Columbia, a city with a population of about 80,000, has no tax on improvements. It is enjoying one of the greatest real estate and building booms on record anywhere. Nanaimo, the center of the coal mining industry of the province, also exempts improvements. The capital, Victoria, and all the other municipalities in the province, assess improvements at fifty per cent or less of their value, while

the law calls for full value assessment of land. Edmonton, the capital of the adjoining prairie province of Alberta, which a few years ago was a Hudson Bay Company trading post, now a thriving metropolis of 30,000, and boasting skyscrapers and business houses out of all proportion to its size, has exempted improvements for a number of years. Two hundred and fifty municipalities and townships in the Province of Ontario have petitioned parliament for power to assess land values at a higher rate than improvements. The citizens of Toronto voted two to one in favor of exempting dwellings from taxation to the extent of \$700, but the City Council refused to sanction the proposal.

But the greatest progress in the direction of the taxation of land values has been made in Britain's antipodean colonies. In 1896 the Parliament of New Zealand granted to the local taxing bodies power to exempt improvements from taxation. Nearly half of the counties, municipalities and road districts of the colony have since made such exemption. In 1891 the personal property tax was abolished throughout the colony. So that now the industries of New Zealand are burdened less than any European or American country. The people of New Zealand are the wealthiest on the globe, their per capita wealth being a third greater than that of the people of the United States, while wealth is more generally diffused. It has been said of that country that it has neither millionaires nor paupers.

The state of New South Wales, Australia, exempts from taxation improvements in all the shires and in practically all the municipalities except the capital, Sydney, which is expected soon to take the same step. As a result of this shifting of taxation from industry to land values a great building boom is in progress throughout the country, and all lines of business are stimulated. Wages are rising, and there is little of the usual unemployed problem. Immigration has attained large proportions, but labor is still so scarce that the state parliament has appropriated the sum of £200,000 to assist working people into the country.

In South Africa the city of Durban, the port of Natal, has enjoyed the equivalent of the taxation of land values, so far as its

residence section is concerned, for a number of years. The City owns its residence section, and lets the land to the citizens on periodical lease.

Germany's Chinese port of Kiau-Chow, now one of the great trade emporiums of the Orient, has for years raised all its revenues from land values, the authorities appropriating two-thirds of the ground rent. The principle has proved so successful that the German Empire is applying it to other colonies.

The states and municipalities of the German Empire now raise £125,000,000 annually in taxes on land values by means of unearned increment tax, royalties, etc. Of this sum the imperial government proposes to take six per cent, or £7,500,000.

In the United Kingdom the general elections were fought over a budget which contained three provisions for the taxation of land values. These features of the budget in all probability saved the Liberal party from defeat and the country from disaster. The taxation of land values is the burning issue, and is the only alternative to a protective tariff with its inevitable train of privilege, graft, public corruption and pauperism.

Over 500 local taxing bodies of the kingdom, including London, Glasgow, Liverpool and Manchester have petitioned parliament for power to make land values the basis of local taxation. This petition will probably be granted so soon as parliament can clear the way, *i. e.*, repeal the Lords' right of veto, and carry out the valuation of land under the budget.

The Italian cities levy a special tax on vacant lots, this tax in the city of Rome being three per cent on a full valuation. The object of the tax is to break the strangle hold of land monopoly, and give industry opportunity to expand. Improvements are exempt from taxation for a period of two years.

Progress along these lines is being made in Paris and Vienna and in the Swiss and Swedish municipalities.

The taxation of land values is receiving much consideration in Norway and Japan and is being debated in the municipal councils of Calcutta and Johannesburg.

Senor Canalejas, the new premier of Spain, says:

"I am navigating the same waters as is the English government. With a view to increasing production and equitably redistributing taxation, I propose to apply the English theory of unearned increment to land, and to suppress the octroi duties."

As Count Tolstoy says:

"The taxation of land values is the next great step in the progressist movement of the world."

Reverting to America, there is a little colony on Mobile Bay, comprising some-

where near 1,000 souls, where only land values are taxed. This colony of Fairhope meets all state and county taxes out of its ground rents, and expends the balance in public improvements for the equal benefit of all its citizens. This is approaching the ideal condition which when generally adopted throughout the civilized world will abolish war, pestilence and poverty and make possible the realization of that lofty ideal, the brotherhood of man.

The English Town Planning Act of 1909*

By Flavel Shurtleff

Of the Massachusetts Bar

The course of town planning in the United States and England offers a most instructive comparison. In our cities sentiment in favor of a more orderly city growth is so strong that the city of any pretension without its enthusiastic "Improvement Committee," is fast becoming an anomaly.

This sentiment, however, has had little or no expression in our body of laws, with the result that much energy has been wasted.

In England legal enactment in the shape of the Town Planning Act of 1909 has preceded sentiment, which even in the largest cities is much in need of stimulation.

A detailed analysis of the act is at this time unnecessary, but it may be of value to outline the most important provisions from the point of view of our own difficulties.

The act is Part II of the Housing and Town Planning Act of 1909. Thus there is official recognition of the idea, which needs more emphasis in our town planning, that there can be little effective housing without town planning, that town planning must include a careful study of the housing problem, that both town planning and housing are essentially interdependent.

In conferring exclusive authority on and centralizing administrative powers in the Local Government Board, the act carries

out to an extreme impossible under our system of government the principle that successful city planning is dependent on an administrative organization which shall have wide power and sole authority over all questions relating to the city physical development. This principle has been adopted in a modified form in several American cities. Seattle has within a month voted to amend the city charter by creating a Municipal Plans Commission, whose immediate duty is to secure a plan "with a view to such expansion as may meet probable future demands." In Hartford the City Plans Commission is not a temporary body, but has had history enough to make it a subject of one of the papers to which you have listened.

The language of the act is to be interpreted by the Local Government Board. It will have the duty to construe the object of the act expressed in the words: "To secure proper sanitary conditions, amenity, and convenience with the laying out and the use of the land and of any neighboring lands." Such language is of course capable of a very narrow interpretation, but it may be confidently expected from the composition of the central body, from the staff of expert advisers which it has already secured, that a construction as broad as possible within the limits of a necessary economy will be given to the act.

* An address delivered before the Second National Conference on City Planning and Congestion of Population.

That this is not a mere prophecy is indicated by the fourth schedule of the act, which definitely provides that the Local Government Board shall make regulations for streets and highways; buildings; open spaces; private and public sewerage; lighting; water supply; or in other words, a comprehensive scheme for a city's development.

The actual preparation of a town planning scheme is left entirely within the control of the Local Government Board. Any proposition on the part of property owners or local authorities must be submitted to it, and only on its approval does the scheme become official.

Before such approval opportunity is given for objections, amendments or revocation of an already adopted scheme. The Board will not give this approval unless satisfied that there is a "prima facie case" for making such a scheme. Just what a "prima facie case" is has given rise to much discussion; but a most significant and satisfying suggestion to American planners is that such a case may be found in the Boston Metropolitan Improvements Commission Report of 1909. The emphasis is laid in all the discussions of the "prima facie case" on the necessity of coöperation between the different administrative bodies, such as was manifest in the Boston report, and of central supervision by experts in the employ of the Local Government Board.

The Local Government Board also determines the limits of the land which shall be included in the town planning scheme. The expression in the act is "land likely to be used for building purposes, which purposes shall include not only land necessary for the erection of buildings, but such as may be used for open spaces, roads, streets, parks, pleasure or recreation grounds, and the decision of the Local Government Board whether land is likely to be used for building purposes or not, is final."

In thus defining the area of the town planning scheme the Board has also the power to suspend any regulation, statute or by-laws in force over the area. The proverbial rigidity of the English by-laws thus gives place to a flexible system which is infinitely better adapted to the peculiar and different conditions of each area. As it is with the English by-laws, so it is with some of our municipal codes; and a pro-

vision which recognizes different local conditions might well be adopted in our municipal regulations.

The entire procedure under the act is regulated by the Local Government Board. Some of these regulations appear in the fifth schedule, and for the most part are merely formal requirements. But in addition to formal regulations a clause in the act specifically provides that the Board by regulation shall secure coöperation on the part of the local authority with the owners and other persons interested in the land at every stage of the procedure, by means of conferences and such other means as may be subsequently provided. This is just the sort of thing that is being unofficially done in every city of the United States that is making progress in city planning, particularly in connection with the extension of the city plan into undeveloped areas. It is as true in the United States as in England that much of the larger development of the land is dependent on real estate operators, and it is certainly a most sane provision which aims to secure the coöperation.

Ample power is given the Board to enforce the execution of the scheme. Although the local authority has the power to condemn private property, which includes the power of removing, pulling down or altering any building not in conformity with the scheme, it is the Board sitting as arbitrators which decides whether any building or work contravenes the town planning scheme, and the decision of the Board is final and conclusive and binding on all persons. In the same way the Board decides whether there is any failure or delay in the execution of the scheme, and after its decision the local authority proceeds to execute.

In all questions of compensation the Local Government Board again by its power to appoint a single arbitrator, unless the parties agree on some other method, has control of the question whether any property is injuriously affected within the meaning of the act.

The clauses relating to compensation are peculiarly interesting, in view of the fact of the recent activity along these lines in some of our cities. The act cuts the Gordian knot by providing that the local authorities shall be entitled to recover from

any person whose property is increased in value by the operation of the scheme half the amount of that increase. Thus does the municipality reap the benefit without any of the risks attendant on speculation in land values.

A provision already familiar in some American cities withholds compensation for any building erected on land included in the scheme after the time at which the application for authority to prepare the scheme was made. Our courts have held almost universally that an exercise of this right was a taking of property which must be compensated for. This point does not seem to have occurred to the men who have discussed the act, and it may be said that there is a possible difference in the town planning schemes proposed under this act from the town extension plans of such cities as Baltimore and Philadelphia, in that in the American cities mentioned it is not considered by the municipal authorities that land is taken although the area is plotted in the surveyor's office. The right is reserved to the plotting authority to change the street lines before the streets are actually opened. It is perhaps intended under the English town planning schemes rigidly to abide by the plan when once made.

Property is not deemed to be injuriously affected by provisions which prescribe the space about buildings or limit the number of building to be erected, or prescribe the height or character of buildings, providing that the Local Government Board considers the provisions reasonable, having regard to the nature and situation of the land. Such a provision, however ideally suited to the needs of city planning, can hardly in its entirety be expected to be embodied in our system of law, which subordinates the needs of the community to the rights of the individual property owner; and even in England this is the first time that an act of parliament has made provision for limiting the number of buildings.

The act contemplates action. If local authorities are laggards, if property owners fail to grasp the opportunities which ought to appeal to their civic pride, if delays in execution of an adopted scheme are found unwarrantable, the Local Government

Board by mandamus may force the local authority either to prepare a scheme, to adopt one which has been approved, or to execute forthwith the scheme adopted.

The expense of carrying out the scheme is to be met by loans which are not to be reckoned as part of the municipal debt for the purpose of determining the debt limit.

The events which followed rapidly after the passing of the act dissipated any doubt of the value of the measure. On December 10th, seven days after the act became law, the first conference of the Garden City Association was held to discuss the practical application of the act, and four days later the National Housing and Town Planning Council met for the same purpose.

There is much that is profitable in these discussions. The faults, as well as the merits of the bill were fully considered; but perhaps the most interesting thing done was the appointment of a so-called "Advisory Committee" composed of town planning experts, architects, members of town councils and large property owners, whose business it is to watch the working of the act, to offer suggestions both to the Local Government Board and the local authorities, to report cases where town planning is needed, but where no sentiment for it exists.

This Committee has met at least twice, very likely a third time, but too recently for me to get any report of its doings, and its suggestions have taken the form of recommendations to the Local Government Board in matters of detail, generally with a view to defining more closely the powers under the act. Some of these suggestions were embodied in a report to a conference of Chairman of Committee and Borough Engineers which met on February 25th to consider the working of the act.

Local conferences are being planned, local committees are being formed, the Local Government Board is at work on the regulation which the act calls for. Prophecy is valueless, but judging from the interest shown by municipal officials and by the orderly way in which those interested are proceeding, the act begins a new era in English town planning.

The New York Budget Exhibit

"The city invites you to see how your money is spent"

Every day from October 3 to October 28 thousands of persons responded to the personal note in this invitation, and passed in at the doors of 330 Broadway, where three floors of the old Tefft-Weller Building were filled with the first exhibit of the kind ever given by an American city. We recall that last year the Bureau of Municipal Research held an exhibition which, like this, was designed to inform the citizens on the requirements of the annual budget. The most interesting fact about this year's ex-

hibit to the City Hall and to the offices of the municipal departments. The exhibit had its own office in a corner of the second floor, from which were issued not only the orders that kept the mechanism of the show running, but also the information which reached one in the daily paper, and made one resolve to pass in with the crowd next day.

Somebody understood the secret of popular appeal when it was planned to bring the visitor first of all face to face with the



A CORNER OF THE STREET CLEANING EXHIBIT

hibit was that the city was the host. The city desires the intelligent aid of every citizen in the approval or disapproval of any item of appropriation asked for by any department. The public hearings, held before the making up of the budget, give opportunity for the taxpayers to express their opinions.

An appropriation of \$25,000 was made for this unique form of annual report; the rental of the building consumed \$3,000 of the fund, for New York had no building of its own suitable for the occasion, and space had to be hired in a location conven-

scales and baskets and oil cans that had cheated him in the markets. The Bureau of Weights and Measures had arranged its exhibit close by the entrance, and there, surrounded by the fruits of their tours of inspection and confiscation, one could always find uniformed inspectors explaining to interested householders one of the many ways in which the city is protecting them. The problem of costs and of the means of living appeals to everyone, and it was wise to place first this clear object lesson on the practical connection of city affairs with our daily lives. The visitor



PART OF THE EDUCATIONAL EXHIBIT

Most of the furnishings of this room were made by children in the elementary schools of New York City

who saw that much was sure to go further.

The directory of the exhibit showed 54 divisions of the city's activities, which were illustrated in more than 350 booths, made by green burlap screens, on which charts and photographs hung. The material was both technical and popular. Great placards showed in chart form the record of the present administration,—what it is doing, what the work costs and what is needed for the coming year. Care was taken to make the appeal for adequate appropriation as graphic and direct as possible. Photographs were a very important aid in the telling of the city's story, because it was possible for them to make the personal element so interesting. Men and machines and appliances, work finished and in process of construction, were all pictured.

Models of all kinds were displayed. Employees of the Fire Department had made a large floor map of the five boroughs, on which were located the fire stations all over the greater city. The Tenement-House Department showed models of old and new tenements and a lifesize model of the fire escape which the new law requires. One

of the most impressive sights was the full-size section of the aqueduct through which New York City is to be supplied with water from the heart of the Catskills.

But more interesting than models or photographs were "the real things themselves," as one visitor put it: the case of "things that a policeman carries," the diver's suit in the Dock Department section, the fire-fighting apparatus old and new, the street cleaning equipment, from the humblest hand brush to the Twentieth Century Snow Plough, which is operated by one man and does the work of fifty. Even "Baby," the mild-gazing white horse that has hauled carts for the Street Cleaning Department for nineteen years, was there, side by side with "Teddy," the Department's prize horse; while over at the other end of the basement floor stood "Brentwood," the famous fire horse that has run to every big fire for the last fifteen years.

The fight against tuberculosis and unclean milk was represented. The hospitals and other charities, the libraries, the parks and museums, the various commissions and

the five boroughs, pleading separately for their respective needs, all told their story.

The Board of Education had prepared an exhibit showing the whole educational scheme of the city. On 24 large charts was shown the way in which the several funds are spent, and why new classes, buildings and teachers need more money in 1911. In 30 booths every phase of the school work was displayed. Articles made by pupils had been gathered from trade schools, evening and vacation schools and playgrounds. The supplies needed were a show in themselves, so that one felt almost as if in a department store. The Board's economies were made prominent: in buying coal it pays \$1.23 less for 240 pounds more per ton than the private citizen.

It is impossible to enumerate details sufficiently to give an adequate idea of even a portion of the activities represented. At certain hours moving pictures showed the

maneuvers of the traffic squad, the high water pressure service for fighting fires in skyscrapers, and the way in which police dogs help to find and trip up the sneak thief and the burglar. At the noon hour, day after day, heads of departments spoke of their work and needs, and were ready to answer questions from taxpayers. In the afternoon heads of bureaus and technical branches of the city talked to the people. Citizens who were well informed on special topics were also invited to speak, and general discussion was desired.

It is costing about \$163,000,000 to run New York City this year. The city has adopted the most modern methods of advertising to show the citizens how this enormous sum is collected and spent, and why all the departments do not get the same amount; most of all, to show the citizen how the whole matter concerns *him*. It has been worth while to make this effort.

Park Development in Waco, Texas

By C. Wilbur Coons

Secretary Waco Business Men's Club

In May the Cameron family of Waco purchased and gave one of nature's beauty spots to the citizens of this city. This gift cost \$25,000, and in addition \$5,000 was provided for its beautification and improvement. This park contains 85 acres and the City Commissioners have purchased some additional land, making the total holdings more than 105 acres.

The Waco Business Men's Club took the lead in arranging a jubilee, and the other civic and commercial organizations in the city joined in the move. The affair was an immense success; and as the park is located practically in the city limits and but one block from the street car line, the people are using it, and are anxiously awaiting the improvements contemplated.

The Business Men's Club and City Commissioners have made arrangements to hold a majority of the band concerts at Cameron Park and the band stand has been in use some time. The park contains the famous Proctor Springs which are noted for the pureness of their water, its medicinal quali-

ties and copious flow. Mr. A. L. Rose, managing architect for Brown Bros. Co., has been in the city studying the park and the topographic survey, and he reports that the possibilities of beautification and landscaping are practically unlimited. The local Park Committee, composed of Messrs. W. C. Lawson, W. J. Neale and Ben Kendall, are planning to construct a number of dams which will create a beautiful winding lagoon with rocky banks. Bridges and driveways are now being located and a number of general improvements are being projected.

The park is located on the Brazos River front, and upon the completion of Look and Dam No. 8, necessary for Brazos River Navigation, a water front extending from two miles above the park to seven miles below Waco will be created, and the water will have an average depth of from six to eight feet. The riverside drive along the river front is being considered, and if built it will connect Cameron Park and the city by a broad boulevard.

The Conning-Tower

Arthur H. Grant, Editor

The Short Ballot Organization

About a year ago a few men who believed that the greatest obstacle to good government in this country, especially in cities, was our cumbrous ballot system, got together and formed the Short Ballot Organization. By February it had 320 members. Now, according to the fifth Progress Report of its Secretary, its membership exceeds 8,000. About a quarter of this number reside in New York State, where a local organization has been formed, and where vigorous, though temporarily ineffectual, efforts were made to have the initial steps taken for a constitutional amendment which would make all minor state officials appointive by the Governor. In Ohio a state organization will probably be perfected within a few weeks, and a systematic campaign will be made in view of the constitutional convention that will be held there next year. In New Jersey, Pennsylvania, Oklahoma, Oregon and Washington special attention has been called to this movement, and in one or two states the idea has been incorporated in party platforms. Moreover, through newspapers, magazines, lecturers and circulation of pamphlets a campaign of education has been systematically carried on throughout the nation. With such a record for its first year it is safe to predict that within a year or two the organization will begin to produce results in the way of getting rid of the immense number of names that now make our ballots such ineffective weapons in the hands of the majority of voters. The fact is that the nation is ready for this reform, except perhaps some politicians whose power would slip from them as soon as the ballots were made short enough so that the voters could concentrate their attention on the important officers, knowing that the minor officials would be appointed by the men they elect and whom they could hold responsible to a greater degree than is now possible. The Secretary, Mr. Richard S. Childs, 381 Fourth Avenue, New York, will gladly send full informa-

tion to any of our readers who request it.



The Age of the City

Mayor Gaynor's refusal to step down from the mayoralty of the City of New York to the Governorship of the State of New York was more than a *bon mot*. It was the recognition by a keen mind that, at least in times of peace, the mayor of a city has greater power for good or evil than the governor of a state. Though the battle for rights as between the federal government and the states is not yet finished, the greater political battle of the future will be for the rights of cities to govern themselves, under state laws, but without direct interference by state authorities. Another corollary to Mayor Gaynor's remarks is that as people realize its truth they will be increasingly careful to select for their chief civic magistrates men who will measure up to the standards that have hitherto been set for governors of states.



A Notable Group of Articles

If the reader would get the fullest value from this issue he should read in series the articles by Messrs. Weirick, Crawford, Ford and Shurtleff. They all deal with the right of cities to take private property, with adequate compensation, for public purposes. All except Mr. Ford's deal also with the right of the city to share in the "unearned increment" of value whether or not due to improvements made by the city. In this connection it will be interesting to refer to Vol. II., page 202, and see how Denver assessed benefits for its civic center, and also to read the article by Mr. Fels in this issue, wherein the subject is treated in a more radical manner, viz., the taxing of land values, irrespective of improvements, according to the theory of Henry George, until private ownership of land becomes unprofitable. In fact the basis of all these articles, except perhaps Mr. Ford's, is the apparent inadequacy of the present tax system to pro-

vide for the manifold expenses of cities that are trying to make themselves beautiful, healthful, convenient and otherwise desirable. We say the apparent inadequacy because the wastefulness of most city governments and the inefficient methods adopted for the assessment of personal property are alike notorious. Fortunately, thanks largely to bureaus of municipal research, economy in expenditure is beginning to be practised, but there is as yet no sign of the appearance of a master of methods who shall call forth from the hiding places the various elements of personal property for proper assessment.

Cities as Speculators

Meanwhile there is a demand, outspoken in Mr. Crawford's article, for cities to become speculative owners of land. This would merely effect on a small scale what Mr. Fels proposes for the entire land pertaining to a municipality. It is well to bear this point in mind, because if the principle of public ownership of land for other than public purposes is a good one, it would seem desirable to adopt it to the fullest extent by such a system as the Single Tax, rather than to acquire the land piecemeal by costly processes of condemnation. In this connection it will be well to remember that only a few years ago it was expected that the ownership by cities of public utilities would enormously increase their net revenue; in fact prophets were not lacking who foresaw the days when the profits on these enterprises would render taxation unnecessary. The visions have not been fulfilled, and except in a few instances our cities have found it more profitable to tax private companies than to operate the utilities themselves. This matter of operation for profit should, however, be kept distinct from that other class of cases where cities have undertaken the ownership and operation of public utilities because private enterprise was unwilling or unable to give the requisite service. Such cases, rare except in the smallest municipalities, group themselves with such public enterprises as the construction of the park and boulevard system of Kansas City. In such cases, where the speculative element is absent, where the matter cannot be left to private enterprise, and where the city is working toward a definite end for the

general welfare, there seems to be no difference of opinion as to the desirability of such civic enterprises. But it is, perhaps, fortunate that our courts, as pointed out by Mr. Crawford, do not as yet look with favor upon endowing cities with the dangerous right of taking private property for speculative purposes. Our city governments must be closer to the people and freer from the domination of state and local bosses before they can be trusted with such gigantic powers.

Organized Effort Against Billboards

The article on billboards in this issue will, we trust, make our readers renew their determination to use all proper means to have this nuisance abated. While something can be accomplished by individuals working alone, it is necessary to have organized effort in order to combat the evil most effectively. The means to this end is supplied by the American Civic Association, which for years has been carrying on a campaign of education through lectures, bulletins and newspaper notices, and which is always ready to assist in local anti-billboard contests. At present, through its general offices in the Union Trust Building, Washington, D. C., it is directing particular attention to the possibility of accomplishing definite results in city and state legislation. Its pamphlet on the subject is devoted to a consideration of the nuisance in all its phases, its legal status, and the possibilities of doing away with it, and should be of great assistance to civic workers who are striving for the beautification of our cities and their surroundings.

The Cities' Roll of Honor

Albany, which dropped out last June, now comes back and takes third place. Tiffin, Ohio, which was on the verge of being dropped, instead goes up to twelfth place. The new recruits this month are Norfolk, Va., and Elmira, N. Y., which take eleventh and thirteenth places respectively. Pittsburgh, Denver and Norwich drop out. In the order of number of subscribers the list is as follows: New York, Rochester, Albany, St. Louis, Kingston, Newburgh, Boston and Philadelphia and Poughkeepsie (tied), Los Angeles, Norfolk, Tiffin, Williamsport, Elmira, Chicago, Providence.

The Commission on the City Plan at Hartford*

By Frederick L. Ford

City Engineer of Hartford

Hartford is what may be called a commission-governed city, although entirely different from the more recent ideas of commission government as illustrated by the Galveston and other similar plans.

The legislative body of Hartford consists of two boards, the senior one known as the Board of Aldermen with twenty members presided over by the Mayor, and the junior body called the Court of Common Council consisting of forty members. The city is divided into ten wards, and each is represented by two Aldermen and four Councilmen. Each spring one Alderman and four Councilmen are elected from each ward. While it is possible under this plan to change the entire delegation from any or all of the wards in the lower board, the upper branch of the city government always has ten experienced hold-over men, thus assuring the people that its government will not be managed by an entirely inexperienced set of men.

The administrative work of the city is performed by various bipartisan commissions, each consisting of six members, three from each of the two leading political parties. Each year the Mayor appoints two representatives, one from each party, to hold office for a term of three years, or until their successors are elected and qualified. Under this plan, any Mayor can, if his appointees are loyal and in entire sympathy with his policies, gain control of each of the appointive commissions one year after election with the appointment of the second two men.

The various commissions are the Board of Street Commissioners, Water Commissioners, Police, Fire, Charity, Health, etc. The Board of Park Commissioners varies from the other regular commissions, as it consists of ten members, and operates under a separate charter granted at the time of its organization.

Previous to the creation of the Commission on the City Plan, the Court of Common Council and the Board of Street Com-

missioners were the only bodies which passed upon or had anything to do with the layout of streets. Under its charter the Board of Street Commissioners has charge of street construction, maintenance and cleaning, street lighting, bridges, sewers, the removal of ashes, rubbish and garbage, and other miscellaneous matters in connection with the management and safety of the public highways. All matters relating to public parks, squares, parkways connecting the various parks, etc., were passed upon by the Board of Park Commissioners.

I have dwelt at some length upon the organization of the legislative and administrative branches of the Hartford city government to show the relationship with the new Commission on the City Plan.

In preparing the charter amendment for this new commission it was desirable from every point of view that it should first of all be a representative body which the other commissions and the citizens at large would have absolute confidence in and respect for, and secondly that it should, as far as possible, be removed from any and all political influence.

The Commission consists of the Mayor, the Presidents of the Boards of Street Commissioners and Park Commissioners, the City Engineer, the Superintendent of Public Parks, one member each of the Board of Aldermen and Common Council Board (to be appointed annually by their respective Boards), and two citizens who shall not hold any other office in the city government, and who shall be appointed by the Mayor in alternate years for terms of three years each. The members of the Commission may not receive compensation for their services. The powers of the Commission are thus set forth:

Sec. 4. All questions concerning the location of any public building, esplanade, boulevard, parkway, street, highway, square, or park shall be referred to said commission by the court of common council for its consideration and report before final action is taken on such location.

Sec. 5. The court of common council may refer to said commission the construction or carrying out of any public work not expressly within the province of other boards

* Abstract of a paper read at the Second National Conference on City Planning and Congestion of Population.

or commissions of said city, and may delegate to said commission all powers which the said council deems necessary to complete such work in all details.

Sec. 6. Said commission may make or cause to be made a map or maps of said city, or any portion thereof, showing locations proposed by it for any new public building, esplanade, boulevard, parkway, or street, and grades thereof, and street, building, and veranda lines and grade thereon, or for any new square or park, or any changes by it deemed advisable in the present location of any public building, street, grades and lines, square or park, and may employ expert advice in the making of such map or maps.

Sec. 7. Said city of Hartford, acting through said commission or otherwise, shall have power to appropriate, enter upon, and hold in fee real estate within its corporate limits for establishing esplanades, boulevards, parkways, park grounds, streets, highways, squares, sites for public buildings, and reservations in and about and along and leading to any or all of the same; and, after the establishment, layout, and completion of such improvements, may convey any real estate thus acquired and not necessary for such improvements, with or without reservations, concerning the future use and occupation of such real estate so as to protect such public works and improvements and their environs, and to preserve the view, appearance, light, air, and usefulness of such public works.

From a study of its charter the difficulty of gaining political control of the Commission on the City plan is apparent. It would involve control of both legislative branches of the city government and all of the city commissions represented on the Commission.

Since the organization of the Commission, many matters of public interest in Hartford have been considered and acted upon by it. I expect the outside opinion formed from the two reports thus far issued would be that the Commission had been rather inactive. To a certain extent this is true, but the members felt that the Commission should move conservatively and cautiously at first until the relationship with the other commissions was thoroughly established, and the confidence of the people obtained.

It is somewhat difficult to introduce a new commission into any city where the administrative work is being performed by several commissions covering practically the entire field of endeavor and working satisfactorily. Each has certain well defined rights and prerogatives, and a new commission with similar authority is liable

to overlap into the field of other commissions and cause trouble, unless the work of the new commission is cautiously planned to avoid such confliction.

As a general rule new matters originating in the Council are now first referred to the Commission on the City Plan for investigation and report. Their recommendations are reported back to the Council and then referred to some regular city commission for definite action. If the matters relate to the layout of streets the Board of Street Commissioners proceeds with the preparation of the description layouts in accordance with the city charter, and along the lines recommended by the Commission on the City Plan.

In accordance with section 6 the Department of Engineering is now preparing topographical maps of the outlying sections of the city, preparatory to the layout of streets over all undeveloped areas. The City of Hartford intends to lay out such streets over every undeveloped area within the city limits, even though no physical work may be done upon them for the next two decades. Care will be taken to see that they harmonize with the older existing streets, and that provision regarding the width of all streets shall, as far as possible, anticipate the uses which such streets will later be subjected to.

Hartford like many American cities, has suffered from the destructive work of outside real estate speculators, who have purchased areas within the city limits and subdivided them with little or no reference to the layout of adjoining city streets or the customary or proper size of building lots. To avoid this practice, which did more than anything else to injure the development of our street system along rational lines, the following ordinance was passed:

Section 1. No street plotted or opened by any private person, firm or corporation shall hereafter be accepted by the court of common council until the petition for same with plot or plan showing proposed location of such street or highway, and its width shall have been referred to and approved by the commission on the city plan.

Sec. 2. The town clerk shall upon the filing in his office of any such plot or plan showing layout of any such proposed highway or street immediately send to the party so filing such plot or plan a copy of this ordinance.

Now every property owner must submit his property subdivision to the Commis-

sion on the City Plan before filing it and obtain its approval before the city will proceed with the acceptance of the streets known thereon. This enables the Commission to determine the location, width and direction of all streets, and incidentally to control the size of building lots and city blocks, as the owners usually are reluctant about carrying out any plans in opposition to the Commission's advice which might later imperil the acceptance and maintenance by the city of their proposed streets.

The clause in the charter of the Commission which will undoubtedly most appeal to you is section 7. This is a very broad charter provision, and some will undoubtedly question its constitutionality as an encroachment on individual property rights. Thus far we have had no occasion to test it, but if it is held to be constitutional

it will undoubtedly prove to be the most valuable feature in the charter provision.

While the Commission on the City Plan, of Hartford, is especially well organized and working under a charter amendment which we consider possesses many distinctive advantages, I have often wondered whether its powers should or should not be extended to include such duties as are now performed by various art commissions in American cities, and its personnel include possibly a painter, an architect and a sculptor.

Messrs. Carrere and Hastings have been retained as expert advisers of the Commission, and it is hoped and expected that within the next year a definite plan will be made and a report issued upon the future development of the City of Hartford along intelligent and comprehensive lines.

The Juvenile Street Cleaning Leagues of New York

By Reuben S. Simons

Supervisor of Juvenile Leagues, Department of Street Cleaning, New York

PART II.—METHODS OF WORK AND RESULTS.

The example set by the Department of Street Cleaning in organizing children as volunteer aids has been followed by many civic organizations, which, recognizing the value of juvenile league work, have organized boys and girls into posts and brigades. I have made a careful study of their plans of organization and of distribution of badges, and I am strongly convinced that the plan adopted by the Department of Street Cleaning is superior in every respect.

Under the present system the Department not only secures the aid of the school children, but receives the assistance of principals and teachers. During Col. Waring's administration the leagues met at private institutions; today they meet in public schools in charge of teachers, and all are under my direct supervision. The plan of organizing may be briefly stated as follows:

After I have received permission from the principal to organize a league at a school, a teacher is assigned to act as di-

rector and take charge of the league. Delegates are then elected from the highest grades, who meet in convention in the school house after school hours. I call the meeting to order, and explain to the league their duties as young citizens and the benefit they will receive by organizing. The delegates elect their own officers. I draft and submit to them a constitution, and after this is voted on, permanent officers are installed. Various committees are appointed; and the work is on.

It is at this point that great care must be exercised. True, the league has been formed; that is not all, for it must be placed on a substantial foundation. The children are unfamiliar with their duties and the working of an organization, and they look to me to give the much-needed information. Great difficulty is also experienced in securing a suitable person to act as director of the league. It must be borne in mind that league work is conducted after school hours, and if the teacher as-

signed is an enthusiastic worker, good results will follow. If, on the other hand, the director is indifferent, the league will eventually disband, and the work of organizing is a waste of time.

I have said that the children are enthusiastic; permit me to add that this enthusiasm must be kept up. This I have managed to do by kind and encouraging words. I have awakened patriotism by impressing upon the young people their importance as young citizens, and have inspired them with civic pride by explaining the beauty and the greatness of our city; I have retained their interest by assisting them and by giving entertainments during the winter and outings during the summer.

The badges selected by the Department meet with general approval. The volunteers are anxious to receive them and proud to wear them. They are of German silver, and bear the official coat of arms of the city of New York and the motto "We are for clean streets." The badges are not given to the boys and girls when they enroll as members. The volunteers must demonstrate their willingness to do their duty as citizens. This attitude on their part is made known when they submit a report; if the report is a good one a badge and a certificate are given, not as an inducement, but as a reward of merit. If the badges were distributed broadcast they would lose their value; as it now is, the children become inspired with a strong desire to secure badges, and, knowing they must first accomplish something worth while, they get to work and produce good results. This is the object for which the leagues were established—material aid to the observance of sanitary laws. I have received 5,500 badges from the Department of Street Cleaning, and have distributed 3,000 where they will do the most good. This will demonstrate that while I am aware of the good results accomplished by the badges, I recognize that economy is an important factor, and therefore make every effort to keep down the expense of conducting the movement.

The certificate referred to also bears the motto "We are for clean streets." It is handsomely colored, and certifies that the boy or girl has been accepted as a volunteer aid of the Department of Street Cleaning. I advise the children to have the certificates framed and hung up in their homes, in the

hope that an example set by sons and daughters will influence the parents to cooperate in the work of the Department of Street Cleaning.

I have established the precedent of giving badges to the officers of the league when they are elected. This is done to encourage them and to inspire the members. Badges are also given to each member of the three standing committees. These are the school and street committee, the sanitary committee and the vigilant committee.

The school and street committee are assigned to duty in and around the school house. They are to prevent pupils from throwing paper and leaving parts of their lunches on the playgrounds and in front of the school house. I am informed by the principals that these committees take pride in their work, with the result that the school houses and their surroundings present a better appearance. The sanitary committee call upon all tenants who block their fire escapes, and inform them that they are violating the law. They also urge the people to keep their homes, halls and cellars in a sanitary condition. The vigilant committee is made up of members who are in the very highest school grades. They form a brigade, and take charge of the blocks in which they live. They stop people from littering the street, instruct janitors to take in the receptacles after they have been emptied and report landlords who do not supply their tenants with sufficient and proper receptacles. This committee is the most important one, and, if the right kind of boys and girls are selected, good results follow.

Not all the leagues have yet adopted the block system. Two leagues on the east side of the city have taken the matter up in earnest. Accompanied by the teacher, I have made a personal inspection of the work, and feel satisfied that its introduction in all tenement-house districts will be of great value to the Department of Street Cleaning. Each member of the committee carries a copy of the sanitary laws and city ordinances, and takes great pains to explain the law to the people living on his own block.

I have referred to reports submitted by the members of the leagues as evidence of their sincerity and loyalty to the cause of clean streets. The majority of the reports are submitted weekly, while many of the volunteers make daily reports to their di-

rectors. Several leagues at their own expense have put up letter boxes in their schools, wherein reports are dropped daily. They are collected by the secretary of the league, who keeps a record of them. The manner of disposing of reports and acting on them has not yet been perfected. I have, however, under consideration the advisability of distributing a uniform blank, which will be addressed to the Commissioner of Street Cleaning, and will be signed by the member of the league making the report. At the present time the chil-

meeting, sometimes just before adjournment. It is as follows:

"We, who are soon to become citizens of New York, the largest city on the American continent, desire her to possess a name that is beyond all reproach, and therefore we agree to refrain from littering our streets and as much as possible to prevent others from doing the same, in order that our city streets may be as clean as our city is great and as pure as our country is free."

The leagues frequently hold open or public meetings at their respective schools, to which the members invite parents, janitors,



PREPARING FOR THE ANNUAL PARADE

This is the Volunteer Civic League of Public School No. 43, Brooklyn, which won the cup in the baseball game of 1910

dren use their own paper, and as the sheets are not of a uniform size, much time is lost in filing them. If the uniform blanks are adopted, they may be numbered and kept on file, and each league will get credit for all the work its members do.

Many leagues hold their meetings weekly, others semi-monthly. All the meetings are conducted in accordance with parliamentary laws. The president calls the meeting to order, and after the minutes of the previous meeting have been accepted the members read their reports of street cleaning work. All complaint reports are referred to the Department of Street Cleaning for action. After routine business has been disposed of, civic exercises are held. The meetings adjourn at 4.30 P. M. All of the leagues have adopted a uniform civic pledge, which is sometimes read at the opening of the

housekeepers and others. A special program is prepared for the occasion, consisting of essays on street cleaning work, patriotic songs, reports of the president and secretary and distribution of badges, concluding with my address on the duties of citizens. I strongly advocate the holding of open meetings for the reason that they arouse enthusiasm and public interest. At the same time I have an opportunity to explain to the adults the rules and requirements of the Department of Street Cleaning. I emphasize the fact that our laws must be obeyed, and that it is the duty of every citizen to share equally with the Department of Street Cleaning the burden of responsibility. Prior to my address I have literature distributed by the children, which is issued by the Department, bearing extracts from the sanitary

laws, city ordinances, etc. At the conclusion of my address I answer the many questions put to me.

The usefulness of the work can be demonstrated to the public beyond doubt and without much trouble. Many of the leagues participated in the Hudson-Fulton celebration, taking part in the parade and in the exhibitions held in schools and public parks. The White Wings Civic League, of Columbia Heights, made the best show-

praise and commendation, and take advantage of every opportunity to assure the boys and girls that the Department of Street Cleaning appreciates their efforts, still I make them understand that they are laboring for their own benefit, and are simply doing their duty as citizens. Nevertheless, I am not unmindful of the fact that they are children, and in order to retain their interest in the work it is absolutely essential that plans be formulated to insure



JUNIOR LEAGUES PASSING IN REVIEW AT THE 1910 OUTING
Commissioner Edwards, the Deputy Commissioners and Mr. Simons are seated in the front row

ing, and received a handsome silk banner from the committee in charge of the celebration. One league in Manhattan issued at its own expense a circular printed in English and Hebrew, appealing to the people to aid them in the work of improving sanitary conditions. Two leagues in Brooklyn have organized a snow brigade, and immediately after the snow falls the boys clean the crossings leading to their schools. They also go from door to door and with the aid of their badges urge that the snow be removed from sidewalks and gutters. Many schools publish monthly papers containing articles on the work of the leagues, and thus this matter is brought home to the people.

While I speak of the work accomplished by juvenile leagues in terms of highest

harmonious action, and create a feeling of friendly relationship among all the boys and girls who have enlisted under the banner of cleanliness.

With this object in view an outing and parade were held by the juvenile street cleaning leagues of the City of New York at Dexter Park, Woodhaven, L. I., on July 7, 1909. It was a gigantic undertaking, and the magnitude of the task may be appreciated when I say that more than 15,000 attended the outing. It was necessary to charter 34 special cars to take the members of the 31 leagues represented to and from the park. The leagues assembled at 8 A. M. at their respective school houses. Each league was in charge of a volunteer director, and arrived at the park at 10 o'clock. The morning was devoted to dauc-

ing, baseball, etc., and at 1 P. M. the children lined up for parade. The leagues marched in the order in which they were organized, each carrying a banner bearing the name of the league, the number of the school and the motto: "We are for clean streets." Every boy and every girl wore an official badge, and many of them carried American flags.

The reviewing stand was crowded with prominent men and women, including Commissioner William H. Edwards and the Deputy Commissioners, who acted as

fidence. For the first time they heard from the Commissioner's lips that he appreciated their work, and the effect cannot be overestimated. On the following day every newspaper in Greater New York contained a long and complimentary article on the excellent showing made by the boys and girls, and said that the outing and the demonstration were a glorious success.

This year's outing was even more gratifying; at least 25,000 children took part. In order to show his appreciation Commissioner Edwards gave silk banners to the



LITTLE WOMEN CIVIC LEAGUE OF PUBLIC SCHOOL NO. 4, MANHATTAN
This league won first prize for best showing in parade in the outing of 1910

judges and awarded silk banners to the three leagues making the best showing. As each league passed the reviewing stand the president saluted the Commissioner, and the league was then led to the center of the field. When all the leagues were lined up, the order "Attention" was given, and the children stood erect like a regiment of soldiers. It was an impressive sight.

I shall never forget as long as I live the shouts of enthusiasm and the cheers that rang out when I introduced Commissioner Edwards as the first speaker. The hundreds of men and women on the reviewing stand joined in the applause, while the band played "Hail to the Chief." The Commissioner's speech was full of interest, and inspired the children to renewed con-

ferences sending the largest delegation and making the best showing in parade, a silver cup to the winners in baseball and gold and silver medals to the victors in athletic contests.

There are now 71 leagues in operation in as many public schools, and the value of juvenile street cleaning leagues is fully recognized by the public. The work achieved by the boys and girls of Greater New York is an example for others at home and abroad. In all that I have accomplished I have been inspired by a sense of patriotic duty. My sole aim and ambition have been to labor in the hope that the boys and girls may receive that training so essential to the making of the ideal citizen.

Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

The Carmel-by-the-Sea Garden Contest

In this department for March we gave an account of the beginnings of the Civic League of Carmel-by-the-Sea, Cal. The garden contest there proved so successful that it deserves more extended notice.

Twenty-one gardens were entered, which is a good number for a village of only a few hundred people. Judges were selected from other places, and a few days before they were to come to make their inspections, posters were put up "urging all residents to present a 'Spotless Town' to the view of the judges, and there was a general 'clearip'-up-time' all around. Some unsightly store yards were fenced in, broken fences were mended, and a general air of neatness prevailed."

The array presented to the judges was found most attractive, and the excellence of the work rendered it difficult to reach a decision. Prizes were offered for order or up-keep of the premises as a whole; for profusion of bloom; for the finest individual plants; for the best collection of native ferns. The prize winners chose their prizes in the order of the number of points scored; three pictures, two magazines and ten dollars worth of plants and seeds—six prizes in all. The pictures were contributed by artists.

A small Spanish boy of nine years of age won the prize for the best collection of ferns, third in the list of drawings. He selected a picture. It was thought he might not understand about the value of the seeds and plants offered, and it was explained to him. He stuck to his picture. He afterwards explained to his mother that he could in some way manage to get money for seeds and plants, but that he would never have money enough to buy one of Mr.——'s pictures. It is needless to say that his decision won applause from the audience.

A prize was offered to the child bringing in the largest variety of native wild flowers. This resulted in a collection of eighty-six varieties, and aroused among the children

an interest in the native plants that promises to last for many years. Great ingenuity was shown by the children in the manner of preparing and presenting the flowers.

So great is the interest which has been aroused that plans are already under way for another year, when many more gardens promise to be entered. Color schemes are being worked out, the first year's experience showing that even a great profusion of fine plants might be inharmonious because of the combinations of colors. To get ready for the wild flower feature a number of the children are planning to collect and press them as they appear so as to have their collections cover the entire year, and so that "we may know the whole floral gamut of the season."



Town Planning in Port Sunlight

A notable example of the proper development of new areas has been supplied through Mr. Lever's foresight in Port Sunlight. Of course, Port Sunlight is a Lever village; but Mr. Lever has done well by it, and the example is one which small places could well follow through municipal action.

Mr. Lever wanted to develop an open space of considerable size. It is practically surrounded by spaces already occupied, and the importance of a harmonious development was obvious. So Mr. Lever offered three prizes, of £20, £10 and £5 respectively, to students of the Schools of Architecture and Civic Design of the University of Liverpool for the most approved plans.

Additional importance attached to the scheme because the new area is to form the village center, to contain a museum and picture gallery, a public library, a gymnasium for men, boys and girls, a girls' club with direct access to the gymnasium and a college for higher education. Important thoroughfares are involved and it is significant that Mr. E. Prestwich, the winner of the first prize, has succeeded in working out a plan which makes it as

though all had been designed from the first days of Port Sunlight.

Mr. Lever will not do all the building at once, nor does he pledge himself to follow any plan in its entirety, but if he adopts any scheme in its main lines he will pay its author an additional £100.

Here is a helpful suggestion for our American villages, which generally expand as conditions dictate, from hill to vale and vale to hill, with no consideration of harmony, of contours or of any thing else. As has so often been brought out, this haphazard growth is more of a tax on future generations because of its badness than it can ever be because of its original cost. A plan is not a plan unless it is for all time, as good fifty years from now as now. Mistakes will be made, to be sure, but the present mistakes are those of omission rather than of commission. The former are always more numerous and far less pardonable.



Recognizing the Work of the Women

The *News*, a Franklin, Pa., paper, says:

"The Civic Improvement Society is always doing something to improve the city's appearance. Its latest acts are the placing of ferns around the memorial fountain in the City Park and the equipping of the drinking fountain at the corner of Twelfth and Liberty Streets with tubes from which people may drink without using the dangerous common drinking cup.

"To the many visitors the *News* desires to say that the splendid appearance of the city is largely due to the women composing this society. Not only have they made many improvements themselves, but they have inspired others to make their properties as attractive as possible.

This is generous and proper tribute. Among the functions of a properly conducted community news sheet, news of what is being done is not superior to proper recognition of those who are doing the work. Good movements are helped by proper publicity, which must be generous and accurate; but such movements are also helping those who are back of them. This department is glad to commend the work of the women. It likewise commends the commendation of the *News*. The example is not as common as it ought to be.

The Regulation of Street Trees

Tenafly, N. J., has accepted the provisions of the Shade Tree Commission Act, and appointed a commission which will hereafter have entire control of planting, maintaining and protecting shade trees in all the public highways of the borough and a similar power in respect to the public parks. An ordinance covering all details is being considered, and the people are being heard in regard to their opinions and wishes in the matter.

The Commission will first consider the protection of trees already standing, particularly from electric light wires, gas mains and other injurious agencies. It has ordered all written and printed notices and all advertising to be removed, and it requests the coöperation of the citizens in preventing the disfigurement of the highways in this manner.

Bound Brook, N. J., is concerned about the protection of its many fine trees, and the *Chronicle* urges the adoption of the act above mentioned, and cites the action of Tenafly and many other places in justification. The Bound Brook trees are needing care, and the people are not likely to neglect them any longer.

Medina, N. Y., is thinking along the same lines. Medina is in a peculiar position in that it has too many trees. These trees, however, are of quick growing varieties, they reached their prime several years ago, and they now show signs of decay in many places. The shade, owing to the closeness with which the trees were planted, is dense, producing a dampness that is unpleasant and unhealthy. The *Medina Journal* urges the development of some authority to take the matter in hand, supervise a thinning-out of the trees and the planting of slow growing and long lived varieties, so that when the present plantation has disappeared there may be something ready to take its place.

In most of our towns and villages an ideal tree growth is possible. Here is where small places have a distinct advantage over large places. But the matter is too generally neglected till it has assumed a serious condition. All this work should be done with design. The kind of tree is important. Fast growing varieties may be used where there is nothing to begin with; but

elms, maples and their kind should be started so as to be ready when the others are gone. Each street should have its particular kind of tree, and only one kind. The first need is for an active authority to look after the work, and there is no better method than that provided by the New Jersey Shade Tree Commission Act.



The Ipswich Historical Pageant

The Ipswich Historical Society, Ipswich, Mass., this year observed its twentieth anniversary by developing a historical pageant. The pageant followed the same general lines as that of Deerfield, enacted a few days earlier. This was the more natural in that Miss Margaret McL. Eger was the director in both cases. An outline of the scenes at Ipswich will be suggestive of both.

The first scene illustrated the village festivals, dances and songs of the 17th century and the superior contempt of the Puritans for such worldly frivolities. It reminded one of the conundrum: "What did the Pilgrim Mothers endure more than the Pilgrim Fathers. They endured all that the Pilgrim Fathers endured and the Pilgrim Fathers too." The Ipswich pageant was successful in depicting austerity.

The Indians, their home life, hunting and dances, came in for a share. Then there was the coming of John Winthrop, Jr., and his Company to found Ipswich, and the purchase of the land from the Aqawams. Early colonial life, weddings, social gatherings, church gatherings, Indian alarms and wars, the resistance to Andros and similar incidents made up the remainder of the program.

If one might suggestively criticise the pageant it could be said that there was too much sameness in the scenes. The variations and contrasts were not so marked as to give sufficient life to the pageant as a piece of acting. Then, too, a pageant which cannot be seen is not a good pageant. The seating accommodations at Ipswich were poor. The seats were on the same general level as the stage and only people in the first two or three rows could see to advantage what was being done.

But the effort was commendable. When we learn in this country, as they have learned in England, that we cannot de-

velop a pageant that will portray the chief historical incidents of a place, and performers to take the parts—and the spirit—overnight, we can do as well as has been done in England. Our history is rich in incidents with dramatic qualities, and the pageant offers one of the best methods of bringing those incidents into the lives and consciousness of the people. But as a people we are not from birth steeped in these things, at least not many of us; and the trouble with our pageants is that we try to do them as we build our western towns. The results are very similar. There is but little that offers greater possibilities than the pageant, but we are just missing the best of it as yet.



A Park and Playground for Windsor Locks

The people of Windsor Locks, Conn., are rejoicing that at last they and their children are to have a place where they may freely go for recreation. The question has been for some time discussed for, though not a large place, Windsor Locks is a manufacturing center, there are many poor homes, there is some crowding of houses, and there has been no place where the people could find satisfactory outdoor recreation.

Seven acres of land, well supplied with trees, is being fitted up for the purpose. It is centrally located, it has good qualities for the purpose and everything is satisfactory.

There is a fatal defect, however, of which the people seem not to be aware. The land does not belong to the people, but is leased for a term of years from the Consolidated Railroad. When the lease expires a renewal may not be granted. At any rate a time will come when a renewal will be refused. The cause of the refusal will in all probability mean that the land could not be purchased or, if so, only at a prohibitive price. It will be hard, after years of experience with the playground, to go without one. Where will the people turn?

A playground and park can never be secured by the people of Windsor Locks more easily than now. The people feel the need, and they will feel it more and more, and, under the experience they are to have, they will appreciate its values more and more. The development of a leased playground that is gradually growing out of

their reach is therefore bad policy. The people should own the ground because they will always need it. The need becomes greater as the years pass.



Gilbertsville Takes unto Itself a Playground

Seldom has such a wooing and a winning been seen as when the little village of Gilbertsville, N. Y., started last spring to secure for itself a playground. Talk commenced early, and by March citizens were insistent in urging the excellences of the playground state and the loneliness of the playgroundless child. The need seemed obvious. "But where shall the boys play ball? The schoolground is too small. Every good bat goes over the twenty strand wire fence with its barb wire on top, or perilously near the schoolhouse windows. The village ordinance prohibits ball playing in any street or lane, penalty five dollars. Are we treating the boys fairly to allow them no ball-ground? Is land so precious in the Town of Butternuts that a baseball field cannot be had and kept permanently for the use of the Gilbertsville boys?"

The arguments were cogent and the town went a wooing. The Brewer lot found favor in its eyes. Here were eight acres which had been years ago beautiful, but had fallen "a victim to the axe and man's greed for gain." But it could be restored in many ways, and there was much available play space. It was owned by a citizen who wanted to keep it, but if the people wanted it he would let them have it for \$900. A subscription paper was started and the money was soon raised. A meeting of the subscribers was called to perfect an organization to look after the development of the playground and its administration.

To provide proper equipment and perfect the improvements the people gave a musical comedy. Thirty young men and women volunteered to form a chorus, vaudeville acts were improvised, scenery was painted by a local artist, and the ladies sold ice cream and chocolate sauce between the acts to help out the revenues. Additional features were added as the interest grew, the local papers talked about it, and when the time came the people turned out in force. The results were a success, not only financially, but because the people learned to work together for the common good.

Said one of the papers: "The playground

is hardly second to the schoolhouse in value. This village shows that it is up to date by providing a suitable athletic field. We want it well equipped with everything necessary to meet the various needs of the young people." Thus do the people justify themselves in the course they have chosen to follow. The future will demonstrate to them the rightness of their course.



The Voice of Morristown Men

The Merchants' Retail Association of the little city of Morristown, Tenn., is taking up the esthetic along with the commercial improvement of its community. At a spring meeting of the Association the members took up the question of beautifying Main Street, at least the portion which constitutes the principal business section. Various objectionable features of the thoroughfare were discussed, and the members were unanimous in their determination to remedy the conditions.

Small sheds, shacks and piles of lumber are to be removed. Vacant lots are to be cleaned, weeds mowed and all garbage removed. Billboards and wooden awnings are likewise to be removed. A uniformity in store fronts will be attempted, and signs and advertisements will occupy spaces on the front of buildings instead of extending over the pavement or into the street.

Telephone, telegraph and electric light companies will be asked to paint their poles, and keep them free from placards. Sign posts, hitching posts, boxes, stands, etc., must go, and no dray or hack will be allowed to stand on the principal street. Truck peddlers, wood and kindling dealers, horse traders, and soft drink venders will be relegated to the cross streets and alleys. In addition to all this a determined effort will be put forth to maintain proper sanitary conditions in every part of the city. "City beautiful" clubs will be organized and each section of the city will be asked to join in the campaign.

A committee from the Association has taken the matter up with the City Council, and will urge the enactment of such ordinances as may be necessary to secure the improvements desired and to maintain them. Citizens of the town are enthusiastic over the crusade, and there is promise that the people generally will support the lead taken by the Association.

Gleanings

Edited by Mary V. Fuller

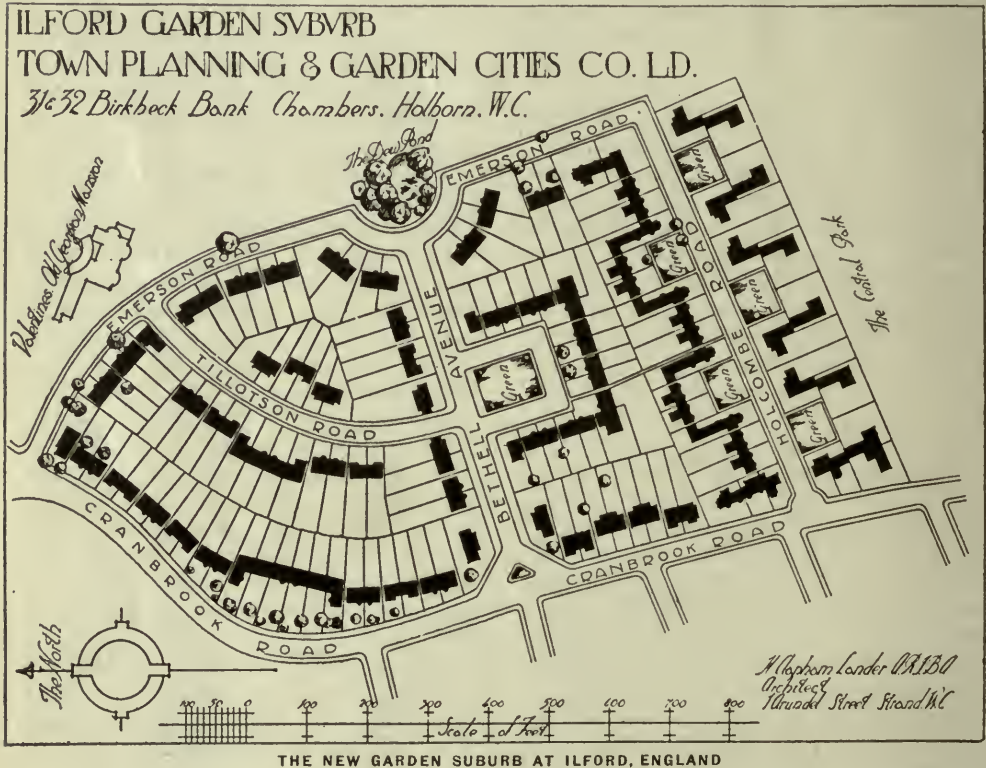
London's Newest Garden Suburb

The Ilford Garden Suburb is part of a beautiful old estate only fifteen minutes' ride from London. Part of the land was acquired some time ago by the town of Ilford for a park and pleasure grounds, and the most attractive portion of the gardens was given to the town by the previous owner. Enough capital has been secured

unusually charming public park. We reproduce the plan of the development of the first half of this property, which seems to us particularly interesting.

Garden Cities, Suburbs and Villages

A letter from Mr. Ebenezer Howard, published in *Garden Cities and Town Planning*, protests against a careless use of the



to acquire and develop the portion of the land needed to preserve the existing view, and the surplus profits of the undertaking are to be devoted to public objects in the neighborhood, the acquisition of the additional land being kept first of all in mind. "There is a fine old Georgian mansion," says *Garden Cities and Town Planning*, "which it is hoped may be turned over to the town for use as a museum or library." The estate is bounded on three sides by an

above terms and distinguishes between them:

"A 'garden city' is a self-contained town, industrial, agricultural, residential—planned as a whole and occupying land sufficient to provide garden-surrounded homes for at least 30,000 persons, as well as a wide belt of open fields, combines the advantages of town and country, and prepares the way for a national movement, stemming the tide of the population now leaving the countryside and sweeping into our overcrowded cities.

"A 'garden suburb' provides that the normal growth of existing cities shall be on healthy lines; and when such cities are not already too large such suburbs are most useful; even in the case of overgrown London they may be, though on the other hand they tend to drive the country yet further afield, and do not deal with the root evil—rural depopulation.

"'Garden villages,' such as Bournville and Port Sunlight, are garden cities in miniature, but depend upon some neighboring city for water, light and drainage; have not the valuable provision of a protective belt, and are usually the center of one great industry only."



A Successful Administration

Writing of "Municipal Nonpartizanship in Operation" in the *September Century*, James Creelman says:

"In New York, perhaps for the first time, the seat of government is in the City Hall."

He proves this statement by showing what has been saved and gained in New York in the first six months of Mayor Gaynor's administration. The Mayor's refusal to bargain for his nomination has given him absolute independence. He has appointed men of character, ability and experience to conduct city departments, regardless of party affiliations; he has disciplined the police, detected and eliminated graft, stopped waste and saved millions of dollars and dealt fairly with business men in the matter of taxes.

The principles by which all this and much more has been accomplished are stated in the Mayor's own article in the *Century* on "The Problem of Efficient City Government." He says that "the only effective method to preserve order and enforce the law is that prescribed by the law itself." The government should be in honest and competent hands. "In the case of an honest incompetent the general result is in effect the same as in that of a dishonest competent." A mayor must "know the distinction between a government of laws and a government of men." He must have studied law and government and have had practical experience therein. National and state party prejudice or bigotry should not be carried into local politics. Voters should vote solely on local politics, men and issues. He who votes otherwise is responsible for local bosses and is doing a stupid and degrading thing. "Party leaders and politicians should receive the honorable

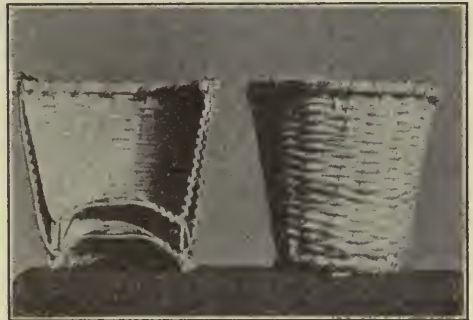
treatment which is their due, but should not be suffered to be the real government from the outside." The trouble does not lie with the foreign vote. "The major part of the foreign vote in the city of New York is discriminating and intelligent; it is also unselfish and disinterested."

A successful administration is being carried on in a city of more than 4,500,000 inhabitants, with 70,000 office-holders and employes. In Mr. Creelman's words: "What American city can be without hope?"



"Exposure of Trickery in Weights and Measures"

Under this title Francis Arnold Collins tells, in the *September Review of Reviews*, of the conditions in New York which were uncovered by the recent investigation of weights and measures by the Bureau of Municipal Research. Since this investi-



A "BUSHEL" BASKET WITH FALSE SIDES AND BOTTOM

gation the municipal department of weights and measures has been reorganized, and a number of raids by the Commissioner upon stores, markets and wholesale houses have added to the accumulation of evidence against dealers of all kinds. There has been unconscious cheating due to wear and tear on scales, to dirt and rust; there are false bottoms in measures, some made by extra pieces of pasteboard or board slipped in, others by the actual weaving in of extra inside pieces in willow baskets; dented measures have been common; scales are fraudulently adjusted, some of them by hanging weights on one side by a wire passing over behind the counter; "pound packages" are no longer really pounds, and even dry goods are sold short.

City departments of weights and meas-

ures will have to get busier. Chicago is already active, and collects \$10,000 annually in fees for examining scales. Throughout New England criminal prosecutions are made for short weights and measures. Philadelphia is about to start a crusade like the one in New York.



More Help for Debaters

The Number 1 Bulletin of the Political Science Series published by the Extension Division of the University of Kansas is on "The Commission Plan of City Government" and has been prepared by Prof. Frank G. Bates. It gives the history of the movement, the characteristic, essential and incidental features of the plan, arguments for and against it and a list of authorities on both sides. The Kansas law on this subject for cities of the second class is given in full, and the points of difference between this law and that for cities of the first class are stated.



The Citizen and the Gymnasium

The Brookline, Mass., municipal natorium and gymnasium is widely known. In the *Boston Common* for October 1, Charles B. Floyd tells how and why the Brookline Gymnasium Athletic Association, of which he is Secretary, came into being, and what it has accomplished.

The boys and young men who excelled in running, jumping, swimming or wrestling did not care to exert themselves for all round proficiency in gymnastic events, and it became necessary to regulate and control competitive sports. So in 1908 prominent citizens formed the Association with the aim of interesting every citizen in putting athletics upon the highest social, moral and educational basis. Any resident is eligible for membership; the initiation fee is \$2, the annual dues \$1. Any boy under 16 years of age may become a junior member by paying an initiation fee of 50 cents and annual dues of 25 cents. Each team is represented by its captain and manager on the committee appointed to develop its work. New material is brought out, and the team has personal attention and encouragement. The Association has a fine record of success in competitive sports. The gymnasium has become "the meeting place of healthy, enthusiastic citizens who are improving the

moral and physical tone of the future voters and officers of the town."



Utility and Beauty Combined

Syracuse, N. Y., has a new ornamental standpipe, a view of which we reproduce from the article by M. B. Palmer, Assistant Engineer of the Syracuse Bureau of Water, in the *Municipal Journal and Engineer* for October 5. The article is very fully illustrated with views and diagrams showing the construction of the standpipe, and is too technical for us to review in detail.

The standpipe consists of a steel tank more than 51 feet high and 66 feet in diameter, enclosed in a circular shell of masonry. White artificial stone forms the base, cornice and coping of this covering, and the shaft and parapet are of rock faced vitrified brick; both stone and brick are



ORNAMENTAL STANDPIPE AT SYRACUSE, N. Y.

backed with common red brick of good quality. The masonry walls are thirty inches thick at the base and twenty inches thick in the shaft. There is an air space thirty inches wide between the tank and the brick backing, and in this space there is a winding stairway to the steel-and-concrete roof, from the top of which one gets a fine view of the surrounding country. The illustration well suggests the durability and the massive beauty of the structure.



New York's New Comfort Station

The *Municipal Journal and Engineer* for September 28 describes and illustrates by views and diagrams what is probably the most ornamental and architecturally perfect public comfort station in the country. It faces the Hudson River on the west side of Riverside Drive, near Grant's Tomb,



SHELTER AND COMFORT STATION. RIVERSIDE DRIVE. NEW YORK

The entrance to the comfort station is not seen from the Drive, and the shelter is an architectural addition to a fine location

New York City. The floor of the granite shelter, the roof of which is supported by twelve Doric columns, is on a level with the Drive from which the ground slopes rapidly toward the river, and is fourteen feet above the comfort station directly beneath. While the comfort station is partially below the surface, its front is entirely above ground. Its entrance is not visible from the Drive.

The Department of Parks of the Boroughs of Manhattan and Richmond put up this station, and it cost \$45,000. The character of its location demanded an architecture that should not detract from the surroundings, a result which has been well attained. This article gives the details of construction and interior arrangement. Provision has been made for extending the heating system in the future to Grant's Tomb.



"Good Tenements for a Million People"

New York's successful fight for better housing is described by Emily Wayland Dinwiddie in the September *World's Work*.

For eight years the Tenement House Department has had full charge of tenement-

houses, and in that time has lighted 64,000 dark rooms. One-fourth of the entire population of the city now lives "in new houses erected by commercial builders under the law, which give an amount of light and air, sanitary equipment and protection undreamed of in the 'dumbbell period,' except in the few houses built by charitable enterprise." Since the days when Mr. Alfred T. White and Miss Ellen Collins proved that dens of horrors could be turned into homes, and model tenements could be made to pay, a goodly number of model-tenement associations have been formed, some of them philanthropic, some commercial. The largest of those on a commercial basis is the City and Suburban Homes Company, which pays dividends of four per cent. Philanthropy and business have learned to clasp hands. This article gives gruesome views and descriptions of former scenes of vice and disease due to neglectful and avaricious landlords, and cheers the reader by showing the wonderful changes which have been wrought since the doom of the dumbbell tenement was sounded.

With the Vanguard

The emergency street repair gang of Philadelphia responds so quickly to requests for repairs that the city is saved much expense and annoyance. Neglected repairs make big costs.

Chicago has 250 new concrete electric light standards along Lincoln Park boulevard. They are more artistic in appearance than wooden or metal poles and are not likely to topple over for a good while.

Since the colored population of Pittsburgh must have chickens, and are to be prohibited from keeping them in their cellars, the Board of Health of the city has suggested a public henhouse in that district.

The Health Commissioner of Denver speaks emphatically and truly when he says:

"It is criminal to conceal a disease in the house and jeopardize the life or health of your neighbors simply because a placard on your house is objectionable."

Vacuum street cleaning is not a new thing in European cities and in some of our eastern municipalities, but the city of Cleveland has a new model of this sort of cleaner that is expected to be a great success and to save the city considerable money.

The Florida State Board of Health has adopted resolutions by the enforcement of which all hotel beds shall be screened against mosquitoes, and all food and drink offered or served in hotels, boarding houses, restaurants or shops shall be protected from flies.

Tulsa, Oklahoma, has established an interesting precedent in commissioning as a city patrolman an officer of the Civic League of that city. When a member of the society knows of a person or a place that should be investigated, all he has to do is

to make a demand and the officer is to be at his service until the inspection is finished.

Kansas City, Mo., has a municipal farm which shows good results. Instead of costing the city \$220 a year, as was the case in the workhouse, a prisoner on the farm earns \$100 a year for the city. The reformatory influence is good, as the work interests the men by a variety suited to each one's ability.

The University of Rochester has a new department of citizenship. Columbia University is to have the privilege of using the \$100,000 fund called the "Richard Watson Gilder Fund for the Promotion of Good Citizenship" in the establishment of several fellowships, the holders of which will study social and political conditions and engage in practical civic work.

The Milwaukee Association for Public Play and Social Education was organized in September. It has a large and enthusiastic membership, and is expected, under the guidance of Mr. Edward J. Ward, formerly in charge of the Rochester social centers, to do much for public recreation, social education and the fitting celebration of civic holidays and festivals.

The Chicago School of Civics and Philanthropy will emphasize in its courses of study for 1910-11 the social work of municipal governments. The school has a fine list of lecturers on physical education, playground work, social centers and housing, as well as on the coöperation of settlements with each other and with the department heads of the local government.

The city of Madrid, Spain, is to open a new boulevard through the most congested part of the city to connect the parks and boulevards of the northern and southern sections. It is said that 3,500 families and

500 business concerns will have to find new quarters, and that business will be greatly stimulated by the necessary new building. The city is becoming rapidly modernized and is beginning to acquire suburbs.



Norwich, Conn., is headed toward commission government. No change has been made in the city charter, but there is an executive committee composed of seven members of the Council, to which all matters are referred without debate, to be investigated and reported upon to the Council. Weekly committee meetings are held and monthly reports are made. This is a step toward managing city business like a private undertaking.



The borough of Glen Ridge, N. J., stirred to some effectual move by frequent burglaries, has bought and placed on duty two trained Belgian police dogs, which are said to be of a very high type and extremely quick and vicious. They are trained to search for and to trip up suspicious persons, and to leave cats and chickens unharmed. Other suburban communities with extensive territory to patrol may find this experiment worth trying.



The American Federation of Arts will increase for the coming season its travelling library of illustrated lectures on American sculpture, painting, civic art and municipal improvement. Authoritative lecturers will prepare this popular educational material, and each lecture will be illustrated by about sixty slides. Small towns that cannot readily secure lecturers will find this lecture library of service. The address of the American Federation of Arts is 1741 New York Avenue, Washington, D. C.



The Kansas City boulevards are to be safe for all, whether on foot, in automobile or in carriages. The park board and the police are coöperating to do away with favoritism in the enjoyment of the public highways. With a sufficient number of settees in the park spaces along the boulevards, and with the suppression of speeding, a permanent new order of things has been instituted. The police of this city receive in-

struction in giving first aid to the injured, and carry compact supplies of bandages, antiseptics, etc.



The Milk and Baby Hygiene Association of Boston works to keep well babies well by providing the kind of milk needed at cost and by making possible the services of graduate nurses and conferring physicians. The Association also works to improve the general milk supply and to educate consumers. This, it will be seen, is preventive. The Boston Milk Fund's effort is curative. Proper food and nursing are provided for sick babies in poor families at reasonable cost, and every effort is made to bring about recovery by care of the little ones in their homes.



The Boston-1915 Youth's Conference adopted last May a broad recreation program which will eventually provide for the physical welfare of all the young people of the city all the year round. Little is now done for young men and women between the ages of 17 and 24, and this scheme provides for them also. It is suggested that the state armories be used for athletic events during the winter months when outdoor meets are not possible. If the general plan is carried out, the municipal gymnasiums, playgrounds and baths will coöperate to arrange various activities for many groups of young people, and the city authorities will establish prize contests in baseball, athletics, gymnastics and calisthenics. It is intended that every boy and girl in the city shall know how to swim.




The question "What is Philadelphia doing?" is going to be answered by the City Club this winter through a series of addresses on the work not only of the city government but also of the community as represented by public and private agencies. Pure milk, cleanliness, health and sanitation, protection of life and property in every part of the city, comfort and convenience in transportation and all other activities, civic and industrial education, a city plan—these are subjects that will be definitely presented with reference to what Philadelphia is now doing in relation to the interests of all her citizens. City offi-

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cials and the Board of Education will cooperate to make the meetings interesting and valuable. Bulletins will be published reporting the addresses, and teachers of civics in the public schools, as well as civic organizations, will be encouraged to use this material. Sets of slides will be provided to illustrate the text loaned to local speakers.



The oiling of catch basins to prevent the breeding of mosquitoes has not proved effectual, because showers, the flushing of hydrants, etc., carry off the oil. Mr. J. Walter Dobbins, chairman of the mosquito extermination committee of the Newark, N. J., Board of Health, has found that by means of a long, slender, circular wick kerosene may be siphoned from an ordinary oil can into the catch basin, dripping steadily until the can is nearly empty. Five hundred of these cans have been fastened to manholes or in other convenient positions under Mr. Dobbins' instructions. The results are better than when more oil was used.



Boston-1915 is to hold from the 10th to the 21st of November a "civic advance campaign" to increase interest and gain help by making clear the ways in which civic betterment may be promoted. A part of this campaign will be a dramatic pageant called: "The Making of a Perfect City." This will be presented five times in the new Boston Arena, which can accommodate 4,000 persons, and where 1,500 performers can take part. All ages and classes will participate. Meetings will be held to discuss ways in which every citizen can help, and there will be a conference of New England mayors and city officials as well as sessions of several associations which promote commercial and industrial development.



Almost all anti-tuberculosis work is preventive or "arrestive." A case of "arrested" tuberculosis has a slim chance of avoiding relapse when the patient returns to unwholesome home conditions. Of course the campaign against such conditions is never-ceasing, but progress is slow. The Boston Association for the Relief and Control of Tuberculosis has established at

Mattapan, 35 minutes ride from Boston, an open-air lodging and boarding place for workingmen who have been tuberculosis sanatorium patients. For \$6 a week each man has breakfast, dinner, a night's sleep at the camp and a lunch to carry to his work. It is only a place of residence, no work being supplied. The men can be under medical supervision from outside. The aim is to clinch the cure already made.



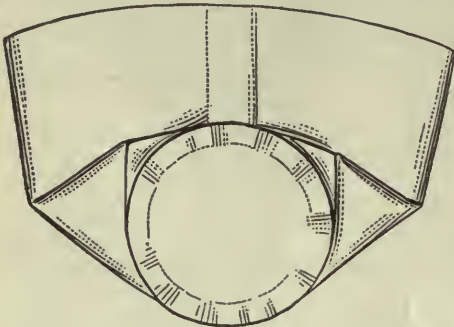
The Free Public Library of Newark, N. J., has set an example for other similar institutions. It first offered its unused rooms for the meetings and exhibitions of educational, philanthropic and other public service associations, and during seven years nearly 4,000 meetings of different kinds were held there. Then loan collections of minerals, paintings and prints were offered, and finally a loan collection of Japanese art objects was purchased as a nucleus for a city art and science museum. A Museum Association was formed a few months ago. Since then three interesting and well-attended exhibitions have been held. The art collection is being increased by purchase. The lesson seems to be, get the building first, and then stimulate public interest; the permanent collection will follow. The public library can always start things; the people feel within its walls a sense of proprietorship which makes them interested in whatever it contains.



The Merchants' Association of San Francisco has been giving object lessons on the value of certain improvements by presenting some of them to the city. Among these is a device to control the crowds which line the streets during the frequent parades. Metal sockets just outside the sidewalk curb are covered by caps flush with the sidewalk pavement. When a procession is to be held, the caps are removed, wooden posts are inserted in the sockets by the police department and wires are stretched along the posts. With this aid a small number of policemen can restrain the crowds with little difficulty, and the city has extended the system over the principal streets. The Association constructed an isle of safety at one of the principal transfer points of the street railway, and the city then built four more at other points. A public convenience

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station, built at a cost of \$5,000, was presented to the city by the Association, and proved so successful that a prominent citizen gave another costing \$14,000, and the city made an appropriation for a third.

These are only a few of the ways in which this loyal organization has shown good sense and energy. It has also improved the street cleaning, sprinkling and paving, the lighting and transportation, has freed the city from disfiguring overhead wires and advertising, has protected the free public flower markets on the sidewalks that are so attractive a part of the city scene, and has brought about the new city charter.



The Chicago Association of Commerce sent Captain Charles C. Healey, of the Chicago Mounted Police, to study traffic conditions in London, Paris, Berlin and other European centers. His report to the Association includes the following suggestions:

That pedestrians and drivers be compelled to obey the directions of police officers at street corners.

That a school be established to instruct new police officers in general police duties, crossings regulations, and proper demeanor toward the public.

That the cab and express stands be placed under the supervision of the police traffic squad.

That the cleaning and sprinkling of all business streets be done at night.

That business houses be compelled to receive all supplies either at night or in the early morning.

That the use of motor wagons be encouraged.

That the courts support the police in traffic prosecutions.



"Cleaning up" days are becoming the vogue in the Central West, but why not every day a "clean up" day? Dr. W. A. Evans, the distinguished health officer of Chicago, had this to say apropos of that city's clean-up:

"The possibility of a general clean-up day has been brought about through education. There's nothing like civic education, no matter what phase of the municipal welfare it concerns. A few years ago it would have been impossible to get the coöperation of the citizens in a matter like this. When things got really bad they would simply take a slam at the administration and let it go at that. But any person who ever gave the subject any serious thought knows that with 2,000,000 people continually adding to the

rubbish of every description which always accumulates in a city, it would be impossible to keep up with the task of removing it, even if the forces and funds were ten times as great as they are.

"But eventually we hope to educate all communities to keep their sections as clean as many of them do now. Secretary Pritchard is doing splendid work along this line, and Chief Sanitary Inspector Bell and his men devote as much of their time as possible outside their regular duties toward preaching the clean-city gospel.

"Sometime, we expect, every day will be cleaning day, and it won't be necessary to set aside a particular date for the task. If the public could once be aroused to a realization that if dirt and rubbish were not permitted to accumulate the city would always be clean, the problem will have been solved."



The annual "William H. Baldwin Prize," established by the National Municipal League, will this year be given to the author of the best essay on: "The Administration of the Police Department in some city in the United States with a population of over 200,000." The competition is limited to undergraduate students registered in a regular course in any college or university of the United States offering distinct instruction in municipal government.

"Each competitor is expected to select the city which is most accessible to him for research work, which is an absolute requirement in this competition. Each essay should contain a thorough exposition of the methods of organization and administration of the police department in the city which he has selected. In addition, each competitor will be expected to treat the subject (a) comparatively, with reference to approved police methods in this country and in Europe; (b) constructively, with a view to suggesting improved methods of police administration in the city he has chosen.

"The essays must not exceed 10,000 words, and must be typewritten and mailed, or delivered in duplicate to an express company, not later than March 15th, 1911, addressed to Clinton Rogers Woodruff, Secretary of the National Municipal League, North American Building, Philadelphia, Pa., and marked 'For the William H. Baldwin Prize.' Competitors will mark each paper with a *nom-de-plume*, and enclose in a sealed envelope the full name, address, class and college corresponding to such *nom-de-plume*. For any additional details concerning the scope and conditions of the competition, inquiries may be addressed to Professor William Bennett Munro, Harvard University, Cambridge, Mass., Chairman of the Committee on Coördination of Instruction in Municipal Government."

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the movement with concrete examples of its success. The first and most notable example of town planning near London is the Hampstead Garden Suburb, which is here described and fully illustrated, together with the newly opened estates of Romford, Esher Park and Nant Hyde. The plans and



GROUP OF HOUSES IN HAMPSTEAD WAY, HAMPSTEAD GARDEN SUBURB
the effect of an old-world courtyard is very pleasing.

Port Sunlight and Bournville gave the first impetus to the building of model communities, and since then the Garden City at Letchworth, the Hampstead Garden Suburb and a number of other settlements have shown the possibilities of estate development. The English Town Planning Act of last year was the most important mark of progress in the working out of the garden city idea, which has now been extended to include the laying out of private grounds.

This volume gives briefly the history of

views of these settlements are a very important feature of the book.

A section devoted to "Modern Houses" describes in brief chapters the modest, charming, economically planned and honestly built house which is taking the place of what Mr. Bernard Shaw calls "the married woman's workhouse." "Simplify the house, and some other things are simplified." The dilemma of the man who wants to build a good home and who does not know how to get the capital, the site, the architect, or the builder, is dealt with in relation to the Garden Suburb Development Company of

*T. Fisher Unwin, London, 1910. Quarto, 132 pp.; 37 cents postpaid.

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HON. J. BARRY MAHOOL Mayor of Baltimore	

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Growing Shade Trees for City Planting

It is an easy matter to grow cheap trees. Set out one or two-year-old seedlings in the nursery and let them stand until they are large enough to sell. They can be sold at a low price and at a good profit to the grower.

Do you want trees grown like that?

Good trees should be transplanted in the nursery about every three years, crooked and otherwise unsalable trees thrown away and individual attention given to each tree to produce a straight trunk and leader.

Such transplanted trees will make an abundance of fibrous roots, which are the foundation of a rapid healthy growth.

Trees which have not been frequently transplanted receive a severe check to their growth when they are moved and it takes them a long time to recover.

Our stock is grown with every attention to the future health and condition of the tree. They are frequently transplanted, soil fertilized and constant cultivation given them. That is why our trees are in such demand.

THOMAS MEEHAN & SONS

Wholesale Nurserymen

DRESHER, Montg. Co., PA.

How Oklahoma City Secured Its Park and Boulevard System

By Will H. Clark

President Board of Park Commissioners

On April 27th, 1909, we voted bonds to the amount of \$400,000 for park and boulevard purposes by a majority of 25 to 1, only taxpayers voting. I attribute that success to the fact that we had a comprehensive plan worked out, and options for our parks secured, before we even let our City Council know that we were doing anything along that line, and we were prepared to answer any opposition that might come up.

Another thing out of the ordinary: we treated the editors and reporters of all four daily papers as if they were a part of our Board. They appreciated the confidence and held their news for months, and until we asked for the bond issue. They were posted and stood by us.

Our boulevard is 28.1 miles long, 200 feet wide, rectangular in shape, surrounding the city.* It is laid out with an auto-course in the center, 40 feet wide, with parkings on each side, each 25 feet; then two 25-foot carriage drives; the whole bordered by parkings, each 30 feet wide. No grade will exceed 4 per cent. The shortest curve in the auto-course has a radius of 955.4 feet, and there are no reverse curves without a tangent of at least 300 feet. The crossings—(steam, electric and highways) all pass overhead or underneath, thereby eliminating the necessity for any speed limit.

All our bridges and culverts are to be reinforced concrete, which, by the way, are half finished at this time.† One contract for 23 bridges is nearly completed. We have made some remarkable contracts in our cement work, owing to the steel forms which we purchased. They have saved us many thousands of dollars, and we hope to see other park systems profit by their use, which can be done if they have much construction work of this kind.

We received money on our bonds in Aug-

* For diagram of this park and boulevard system see Vol. I., page 121.

† This was written six months ago.

ust, 1909, and opened our Engineer's office on September 8th.

When you consider what has been done since that time, you must know we have been busy. We now have 14 miles of the auto-course graded, and three big grading gangs working on 3 miles of heavy work, which must be completed within 90 days. This included the big dam in the North East Park, which is 1,100 feet long, 44 feet high, and 90 feet wide across the top. The boulevard passes over this. It will impound a lake in the hills and bluffs of 60 acres, very irregular in shape. We now have 19 inside parks in the city, of which Wheeler Park, of 44 acres, is the largest; it was donated by Mr. J. B. Wheeler, now deceased. Here we have our "Zoo," and greenhouses. Our "Zoo" is the third best city "Zoo" west of the Mississippi River. We are also acquiring many miles of valleys, and draws and creeks for parks and parkways, inside our greater park system, with driveways on each side of them. This avoids the low grounds being settled up by the negroes and poor whites, so that we may eliminate the filth, disease and crime that accumulate and exist in such places in our cities.

We visited many cities to ascertain their mistakes, that we might profit thereby. The result was that we have violated many precedents in building the park system. I will mention three at this time:

1. Other cities began their park systems on the inside and worked out, as their respective cities grew. We began our outer or greater park system first, taking options for ten months on 1,680 acres of land for park property, believing the time to buy was then when lands were cheap. So far as our inner parks and boulevards are concerned we believed the property owners would give us small parks and parkways, connecting the business center of our city with our outer system. We have already had over \$200,000 worth of inside parks and parkways,

ranging from 200 feet to 700 feet wide in valleys, given to us, extending several miles.

2. We also found that many cities did not allow automobiles on their boulevards, except at certain hours and certain days, and all under close restrictions as to speed. They established their boulevards with narrow places, hills, right angles, etc., before the day of the automobile. We have established a racecourse in our park system, contrary to park ethics.

3. Not one city visited had taken ad-

entire bond issue. I mention this to show the commercial side of the proposition.

Our boulevard system passes through four large parks, ranging from 100 acres to 744, one at each corner of the city, thereby caring for all parts of the city equally, so far as large parks are concerned.

In a general way, let me say, Oklahoma opened to settlement at the hour of 12 o'clock, noon, 21 years ago the 22nd day of April last. Our city now has 84 miles of asphalt paved streets, 25 miles of brick paved streets, .75 mile of macadam, 350 miles of



NATURE UNDEFILED—NORTH EAST PARK

vantage of the enhanced value of abutting real estate on boulevards and surrounding parks, created by park improvements. We secured at least 600 acres of excess lands, which in five years will sell for about \$1,500,000 if values increase one-half as much in the future as they have in the past, thereby securing a good sum of money to put in the improvements on our system, leaving park area sufficient for a city of 250,000 people. Real estate along our outer or greater system has advanced at this time an average of 250 per cent. The enhanced assessed valuation has been more than sufficient to pay the necessary taxes to take care of interest and sinking fund on our

cement and brick walks, no board walks, 40 miles of sewers, and 93 miles of water pipes. We now have a population of 64,205, according to the recent federal census.

Our boulevard contains about 600 acres, which, included with our smaller parks and our greater parks, gives us about 2,400 acres of park property.

In addition to the visits referred to above a letter was sent to officials in some twenty cities. The replies received were published in our daily papers, and assisted materially in our campaign. As they show what the experience of typical cities has been, extracts from several of them are appended, as well as a copy of the letter which called

them forth, this having been especially requested by the editor of THE AMERICAN CITY, who believes that they will be of value in stimulating other cities to action while land can be obtained at a comparatively low price.

"May I impose on your time to the extent of giving me such information as you may think can be of benefit to us in our fight for a park and boulevard system?"

"You may think we are ambitious for a youngster—not 20 years until April 22. We have asked for a bond election for \$400,000, for park purposes. This is for

opposition by arguments and examples from other cities.

"We are now about 50,000. Please go back to a time when you were the same; when prices were more reasonable than today; and when you should have secured your park and boulevard properties at a distance of from 2.5 miles to 5 miles from the business center; tell me what your park land cost then, and what the same land would cost today, or what it did cost at a later day when secured; and please give me such other information that you may think we can use to extract arguments from. Fortunately our four daily papers are with us; but taxes took such a jump



A NATURAL PLAY-HOUSE—NORTH EAST PARK

1,500 acres for parks and some improvements thereon and improvements on a 200 foot boulevard, 26 miles long, rectangular in shape, and about equal distance on all sides of our city. In the 1,500 acres are several hundred excess acres, excellent for townsite purposes, which we will hold for several years. If values enhance the next five years as in the past five years, we can dispose of at least \$400,000 worth without the possibility of even street cars reaching it, so you notice this is somewhat of a real estate deal also. Our 500 acres of boulevard will be donated to us by the land owners, yet we have some special interests and the usual 'bunch,' who oppose parks, to fight. We secured options on the 1,500 acres for \$160,000 in December (this is divided into three tracts, at three corners of the city). In case our option expires, offers are made by individuals for the various pieces, aggregating \$195,000. As these are ideal park properties, we dislike to lose the fight, and hope to swamp the

for 1908, and they are now paying them and oh! such a howl is going up."

* * *

Detroit, Mich., April 2, 1909.

"Your city can hardly be too young to have a park system. However, you say your population is about 50,000, and now is your time surely to make a start. Money expended on parks is returned many fold to any city in a number of ways. They improve and beautify the city, enhance the value of property in the city, undoubtedly assist in lessening crime; outdoor recreation improves the health of the community; in fact, the benefits are almost unlimited that come from a well-located park system in any city. There is no time like the present.

"The city of Detroit has lost many good opportunities to extend its park system.

"I believe that every city should have a comprehensive plan for a park system, and then build and acquire property as rapidly as possible along those lines,

"The Detroit park system was started in 1854. On the back page of our annual report you will find a table showing the expenditures each year since that time. In 1879 this city purchased Belle Isle park, 700 acres, for \$200,000. It was a hot fight at the time, but now the park is valued at over a million dollars.

"Don't lose the fight, but get the property, and some day your enemies will thank you for beating them out. At least that is the way the matter has terminated here."*

* * *

Camden, N. J., April 6, 1909.

"The first public park purchased by the city is known as Cooper Park. This consists of 2.5 acres covering a block in the

\$1,000. On this tract a stand pipe for the water department is erected.

"A tract adjoining the thickly settled portion of the city, called Pyne Poynt Park, covering 19.5 acres, is leased by the city in consideration of exemption from taxes. A recent effort to purchase this tract resulted in a price asked for it of \$247,500. After receiving the offer of the tract at the price mentioned, the city officials have not seriously considered the purchase. The city owns 130 acres at Morris, about six miles above the city on the Delaware River, which was purchased for an artesian well water system; the price paid was \$37,550. This, while being utilized for the water system, is also being gradually converted into a park. Farm lands



LAKE DRIVE—NORTH EAST PARK

residence portion of the city, and cost \$75,000, for which bonds were issued; a mansion standing on the ground was converted into a residence for the Superintendent, with rooms for a free public library. From the date of the purchase (July, 1896) up to and including June, 1904, appropriations were made to the improvement and maintenance of the park amounting to \$23,000.

"In 1904 bonds for \$90,000 were issued, \$80,000 being used to purchase 80 acres called Forest Hill Park just on the edge of the built portion of the city, and \$10,000 for improving the park. Since that time bonds have been issued for improving Forest Hill to the amount of \$52,000, and during the same period \$32,000 have been appropriated for parks, at least one-half being used in Forest Hill.

"The city owns two acres called Pavonia Park, which when originally purchased by the city in 1872 cost about \$500. It also owns Whitman Park, two acres, costing

* This and the following letters were written by present or former park officials, whose names it has been considered best to omit to avoid any possible embarrassment to them on account of their frank statements.—Editor.

for two or three miles around the city are generally assessed at \$75 to \$100 per acre. Excepting for building operations, there has been no appreciable advance in the value of lands since the city's several purchases, excepting the Pavonia tract."

* * *

Cincinnati, Ohio, April 6, 1909.

"While Cincinnati has some 26 pieces of park property, it is just recently that we have gone into the park business in earnest. Therefore I am not in a position to give you as much information as I would like.

"About four years ago the patriotic citizens of this city established what is known as 'The Greater Park League.' They made an earnest and effective fight for more parks, and especially a Park Commission. They won their first battle by having the Mayor at that time appoint a temporary Board of Park Commissioners. This Board employed an expert landscape architect, who mapped out a plan of park improvement, that we might start a vast park system for our city. This improvement includes a complete boulevard system connecting not only all the existing

parks and parks to be acquired, but connecting every portion of the city with suitable drives and parkways. When this plan is consummated our city will have one of the most complete park systems in the United States.

"One of the strongest reasons that we have for this argument is that our topography in Cincinnati ranges from an undulating to a very hilly surface, some of the elevations reaching 400 feet above the city proper.

"With the beautiful Ohio River encircling the entire city on the south, you can scarcely imagine the grandeur of the scenery, as viewed from some of the summits that are being acquired for parks and parkways.

"As regards the valuation of property, personally I can state after visiting very

\$1,000,000 for park extension, and this is but the beginning.

"Don't wait in your purchases. A few days ago we bought 20 acres for \$60,000. Three years ago it and 60 additional acres could have been purchased for \$80,000.

"In 1871 City Park (40 acres) was acquired at a cost of \$32,624. Within the past three months a tract of land abutting the park on the side away from the city sold for \$2,000 to \$3,000 per lot, averaging over \$2,500 per lot of 5,000 sq. ft. each.

"A series of 'park blocks,' 16 in one tier and 4 in another, extend through the city, and are separated by several blocks of business property, preventing both tiers being connected into one continuous park.

"Some of these were dedicated, some bought—five blocks costing \$6,500. Continuing these five blocks so as to connect



BROADWAY, OKLAHOMA CITY, MAY, 1909



THE SAME STREET 14 MONTHS LATER

HOW THE SKY-LINE CHANGES IN A CITY THAT GRASPS ITS OPPORTUNITIES

nearly all the park systems east of Denver, and making a careful study of the parks, boulevards, children's playgrounds, and property adjacent to same, that values have advanced in all of those cities, including our own, from 25 to 100 per cent within five years after placing in good park condition this class of property; and I believe the strongest argument that could be set forth to advertise a park department is the greatly enhanced values of the property, along with the splendid advertisement that good parkways give to a city in having splendidly finished driveways connecting all parts of the city, for the use of its own population, as well as to draw from other communities people who are looking for good drives, splendid parks for breathing spaces, etc., and children's playgrounds in all congested districts of your city."

* * *

Portland, Ore., April 7, 1909.

"I am personally adverse to using the dollars and cents argument in a project that means happiness and wellbeing to a people. Economics show us that there are other and more important standards whereby to judge of progress and welfare.

"Here we have just begun to spend

North and South Parkways, it was estimated four years ago would cost a quarter of a million. (There are five blocks necessary to make the connection, and each has buildings on it.)

"Laws very generally recognize the enhancement to property the establishment of parks give.

"Municipalities are coming more and more to realise that it is not how much they can avoid doing and still exist, but that it is a matter visitors, investors and citizens of other parts look to see how much a community does for its own betterment. Civic pride never had greater significance than it does today. It never had so much selfish bearing to it, since a community must muster to certain standards if it desires to gird itself for the race toward growth, wealth, position and refinement.

"The rate at which you acquire parks is largely a local question, such as your indebtedness, borrowing power of the city in general, along with the probable rate of increase in population and land values.

"I cannot advise you specifically in your case. It is theoretically possible to acquire land in such quantity and price and

so far ahead of actual need that it is excessively costly since the investment might have lain wastefully idle for many years. Again it is possible to secure land just in advance of its need and at a fair cost, allowing just enough time to pass between its acquirement and most fulsome use to economically develop it for abundant use. Just what local application this has is largely for a community to solve for itself, but it is worth bringing this feature strongly to the fore—that if any error is to be committed, better by far is it that it be on the side of acquiring earlier than needed rather than later, since while undue haste and undue delay are expensive programs to follow, there is the added objection to undue delay in that your park areas will be smaller and less satisfactory besides.

"I have spent my life in designing and constructing parks, and have yet to learn of any city ever charged with excessive premature land for park purposes.

"If your city is dead or dying I would certainly recommend that you do not expend your public funds for park lands; on the other hand, if you have a growing city the park needs of your community may well receive the serious study of all of your prominent citizens.

"If you fail to secure park lands in a live, intelligent, growing community it is almost invariably due to a lack of educational propaganda. When the case is properly presented to them business men are the strongest supporters and most earnest champions of parks. Secure the reports of Peoria, Ill., on this score, and especially the educational literature of Mr C. J. Parker, a banker of Peoria.

"As a final word I would suggest that you secure some competent landscape architect as expert advisor in your campaign. Such advice is well worth all its costs, and is decidedly an economy when viewed in the light of all the expenditures you will make in acquiring and constructing your parks."

Hartford, Conn., April 9, 1909.

"The definite purpose to form a Park Commission in Hartford began in 1854, when Bushnell Park was established. It is in the heart of the city, and contains 41 acres, and would today sell for much more than the cost of the land and all the money that has been spent in developing and maintaining it. Bushnell Park remained the only large park in Hartford until 1896, about which time, Riverside, Goodwin, Pope and Elizabeth Parks were acquired. All these lands have tripled in value since then, and could today be sold at a decided profit to the city, including all cost of maintenance and construction. Our largest park, that is, Keney Park, was acquired in 1896-7, and consists of 680 acres, on which over a half million dollars has been spent for development. This land is on the outskirts of the city, and could today be sold for more than the cost of land and improvements, although the ex-

cess of gain over cost of Keney Park is not so great as with the other parks."

* * *

Des Moines, Iowa, April 9, 1909.

"I observe you are having a lively contest over the question of parks and park purchases. I 'went through the mill,' as the old saying is, in the city of Des Moines, where I served as Park Commissioner for many years. Was threatened with injunctions, jail sentences and defeat at reelection because of park purchases when Des Moines had about 50,000 population. But we bought the parks, and while today the park properties purchased could be sold for at least \$1,000,000, there being 700 acres or nearly that amount, the very opposition that once existed now commend the action, and even criticize the old Board because additional purchases were not made.

"If you have a growing city, if it is to be a city, then your own people should have confidence in the value of the real estate they in common own in the public parks. You need now 500 acres, even though it must be slowly improved. Nail desirable properties when you can, and get all you can up to a reasonable amount. Omaha, Des Moines, Kansas City, and Chicago have regrets that do no good now, because of not making proper park provision in time.

"Streets may be changed, stone buildings decay, and hills be lowered and low places filled in, trees be uprooted and thousands of years change even the water courses, but the parks are located and dedicated to all of the people forever and forever.

"In this city our wealthiest and most progressive classes have favored all park purchases and park improvements. The heavy taxpayers find pleasure in providing for parks, and almost without exception they have commended all that has been done. Of course, now and then, some man who dodges the assessor to save lying to him; some man who has made his thousands out of the value of the purchases made in this city, who selfishly wishes to live by that saying of grace:

'Oh Lord! Bless me, my wife,
My son John, his wife,
Us four,
No more,
Amen.'

could not separate himself from a very few mills of tax annually, and he kicked. But at the last election the member of the Park Board against whom the strongest opposition was made carried every precinct, and had a larger majority by several thousand than any man on the ticket against whom opposition was seriously lodged.

"Yes, the people believe in parks, and Oklahoma City can not get more than she should. Don't stop with less than 500 acres, for if you do you will regret it. Ask the other cities! Don't let Oklahoma make a mistake now. If you have to do by patchwork in your purchases, you will be held up extortionately by the very men who now

oppose your purchases, even though they serve on boards of condemnation."

* * *

Lowell, Mass., April 10, 1909.

"Lowell's population reached 50,000 in 1875. Its growth since has been slow as compared with yours, and it is now a little less than 100,000. In 1875 we could have purchased 200 acres of land, mostly hilly and not well adapted to building purposes, not more than 1.5 miles from the center of the city, for \$1,000 per acre. Later 30 acres of this land, the part which was valueless for building purposes, was given the city, and in 1893 four acres more were purchased to make good connection with traveled streets, at \$15,000 per acre.

"You ask in regard to land 2.5 to 3.5 miles from the center of the city. Much of such land is stony hillside, worthless for cultivation, but having a small value as woodland. Such land could have been had in 1875 for \$10 to \$15 an acre. If cultivable land was included, the latter would have been worth about \$100 per acre. The city is now negotiating for the purchase of two tracts, one of 24 acres for \$14,000 and the other of 12 acres at \$60,000. The latter, though, is nearer the center, being wholly 'made land,' i.e., low land next to river which has been filled in with ashes.

"These figures represent actual conditions, past and present, and I hope they may be of use to you, for certainly you have my heartiest sympathy in the effort to secure such a splendid purchase as that of which you write."

* * *

Worcester, Mass., April 12, 1909.

"I find that in 1888 the city bought for a park two miles north from City Hall 39.42 acres of land at \$500 per acre. Fifteen years later they purchased two acres more adjoining, which cost \$4,000 per acre.

"This spring the city bought 15.7 acres of swamp land. The cost was \$33,000. Ten years ago this could have been bought for about one-third."

* * *

Madison, Wis., April 14, 1909.

"If the people of Oklahoma know what is for their own interests, even from the low standpoint of dollars and cents, they will do just as your board is recommending."

* * *

Kansas City, Mo., April 21, 1909.

"The Parks have cost Kansas City about \$7,000,000, but two-thirds of the park land was donated by Col. Thomas H. Swope, to be exact 1,354 acres. Without the figures before me, I should state that the remaining land, say 600 acres, cost the city approximately \$5,000,000. Now, if you will look at the map, you will find that these lands lie on an average about as far from the center of Kansas City as the land you propose to buy there, but you propose to get 1,200 acres of land for \$400,000, while Kansas City paid for half the number of acres approximately \$5,000,000. In other words, I estimate that

these lands would cost Oklahoma \$4,000,000 in twenty years, and then, as you see, they would not cost Oklahoma half what they have cost Kansas City.

"If in 20 years the lands advanced 1000 per cent, or 50 per cent a year, and it cost you 8 per cent a year to carry it, i.e., 4 per cent for sinking fund and 4 per cent for interest, you would be ahead 42 per cent, or 500 per cent gain a year on your actual outlay. This does not take into consideration the advanced value of other property for taxation. The park and boulevard system, as proposed by you, would add \$20,000,000 of value to Oklahoma real estate in the next ten years. The tax on this new valuation would exceed many times the tax required to meet interest and sinking fund.

"Bringing this down to an individual proposition: Suppose any business man in Oklahoma City could buy this property and pay for it in 25 years, only paying interest and taxes, would he hesitate one minute to do it? Or, looking backwards, suppose any one who bought property 20 years ago could have carried it without any payment, except interest and taxes, until today, what would he have made?

"I regard this proposition in the interest of the city as so remarkably good that I can hardly conceive of any community as wide-awake and up-to-date as Oklahoma citizens allowing it to slip by."

* * *

Cleveland, Ohio, April 23, 1909.

"While it is true that the situation in Cleveland is probably different from that of your city, in that by this time the territory between the center of the city and the outlying parks has become pretty well built up, yet it follows that that condition must prevail, in a very few years, in your city, if it continues to grow in the future as it has in the past.

"Of course we recognize the value of the small neighbourhood parks or recreation centers. In a city of the size of Cleveland they probably have a greater value than they would in your city.

"Here we have our centers of dense population and poor tenement districts. In many places three or four houses have been built upon a lot only intended for one. Each of these houses shelter three or four or more families with a great number of children.

"In other sections land has become so valuable that space formerly occupied by dwelling houses has given way to large apartments and tenements, each sheltering more people than formerly dwelt upon an entire city block. It is to meet these conditions that we are establishing our small neighbourhood parks.

"I imagine that in cities as new as yours these conditions do not prevail. It behooves you, however, to anticipate your future needs in this line, and acquire as soon as possible small tracts of land, ranging in size from two to ten acres, situated not more than about a mile apart.

"Reports show that 70 per cent of efficiency of the small park lies within a radius of about one half mile from its site.

"Referring again to your boulevard project and outer park system. The plan outlined generally follows that adopted by this city.

"There are many reasons why it is desirable to secure land for this chain of parks and boulevards as soon as possible. By securing it now you not only obtain the benefit of prices which are lower than they ever will be, but you will also probably be able to secure large donations for your boulevard system, at least that is the situation we have found in Cleveland. You will also secure land at a time when the adjacent property is undeveloped, which as it develops will develop in conformity to your park and boulevard plan, and that immediately adjacent will assume such a character as to be in keeping with your parks.

"As an indication of the rapid advance of property adjacent to parks, I will refer to an instance in our city adjacent to Rockefeller parkway and Wade park. Land for Rockefeller parkway was obtained in 1895 at a price of about \$500 per acre. Land immediately adjacent to this parkway and fronting upon it is today selling for from \$100 to \$200 per foot front for lots about 175 feet deep, while all of the property within a half mile or more from the park shows almost a similar enhancement of value.

"Of course while the actual value has gone up, the value upon the tax duplicate has relatively increased, and the amount returned into the public treasury has been considerably increased. In this way our parks within a comparatively short time pay for themselves as a financial investment, to say nothing of the relative increased happiness and health of the people.

"I note your plan of obtaining more land than actually required, with the purpose in view of selling off property adjacent to the parks and boulevards at the increased prices which will prevail after the boulevards and parks have been established. I wish to commend you for your business foresight.

"I have often noted that we could have made considerable by adopting a corresponding policy. We are, however, prevented from doing it under the law under which we are operating.

Knowing nothing of the routes or areas chosen, but assuming by reason of the expert counsel that you have had that they are of the best, I can see nothing that would prompt the opposition of this commendable plan except the narrow-mindedness or personal or partisan animosity of some people which prompts them to oppose every worthy plan for civic beautification or public improvement.

"I surely hope that this proposition may receive the endorsement of the voters at the coming election."

Capitalizing Civic Ideals

Early in October about eighty representatives of commercial and civic organizations from cities all over the country came together at Grand Rapids to attend the convention of the National (now American) Association of Commercial Executives. It was a body of men representing the best type of American citizenship and pre-eminently active in the uplift and development of the whole country through its municipalities.

The convention was a conference for the exchange of ideas on work being done in various sections. It was a time for getting together and finding out what the other fellow was doing successfully, and how his plans might apply to one's own perplexities in civic problems. Rev. A. W. Wishart, of Grand Rapids, suggested that the Association unite with the National Municipal League in broadening civic service effort, which he felt would receive a powerful im-

petus from the fact that business men as represented in commercial organizations were behind it. He thinks that the Association should employ a secretary for this civic work, and an expert who should go about the country promoting it in various communities, the commercial organizations of which should guarantee the expense of the work.

A number of excellent papers were read on the development of home and foreign trade and the methods of work adopted by commercial organizations. The point that is of greatest interest to us is that the convention was in hearty sympathy with the movement to make cities better worth living in, and that, as President Clarence A. Cotton believes:

"It pays to be good! The beautiful, attractive, healthful and well governed city can get more business, and its residents and visitors will be happier than those of tumble-down communities with bad pavements, few

beauty spots and nothing in particular to look at."

The experience of Kalamazoo, Mich., illustrates this. After working hard and unsuccessfully to secure new industries, the city gave up all old lines of work, and began to make Kalamazoo a better city to live in; in two years 32 new industries located there without the expenditure of a cent for bonus.

A convention like this shows the team work that is bettering cities everywhere. It is worth while attending such a gathering.

The people who are always sending out circular letters to the secretaries of boards of trade, asking how to make a success of this, that or the other scheme for municipal improvement, should realize that the men who are devoting their lives to organization work cannot possibly put their experiences in a letter or on a postal card, and that the time and the place to get all their questions answered by "live wires" is the next convention of the American Association of Commercial Executives, which, by the way, will be held in Louisville, Ky.

The Work of Business Bodies in Municipal Betterments

By I. T. Van Patten

Secretary Business Men's Association of Portsmouth, Va.

The increasingly responsible place in a community of a business organization, as compared with some few years back, and the general recognition of its enlarging importance, is making these bodies the center of commercial development in every city throughout the country.

The Portsmouth Business Men's Association was organized in 1901 by some of our most progressive business men who had awakened to the vast importance of wider and more intelligent handling of matters appertaining to the city's development, by a constant and consistent presentation to the world of the advantages and possibilities which the city possesses. By organization more complete than ever attempted before conditions have been grasped and corrected instead of bewailed. The organization has confined its effort to practical problems, emphasizing the necessity for beautifying homes, public parks, public improvements, health and good government. In pursuance of this policy the Association stands today as the leading body whose interests are inspired with the one purpose of accomplishing the greatest good for the greatest number.

Since the foundation of this body manufacturing has increased 300 per cent, the

population 60 per cent, bank savings 240 per cent; five miles of asphalt and vitrified brick street paving has been accomplished, and by the erection of a filtration plant the city water has been converted into the purest and best in the country; the city's garbage has been provided for by the establishing of a modern incinerator at a large expense.

Cities experiencing the largest growth are those whose citizens, by coöperation through commercial and civic organizations, generate an aggressive confidence in the future and direct their own growth.

The immense increase in the number of these organizations and their increased efficiency is a demonstration of this truth. However, in prospering we must not forget the press, the great reflector of public opinion, for without its support the efforts of commercial organizations would be arduous, often misdirected, and in many instances ineffective. The commercial secretary is not slow to recognize this condition.

The work of business bodies is going strenuously on all over the country and the Portsmouth Business Men's Association will not weaken a single endeavor, but will continue to show the world that "In Portsmouth there is Opportunity."

The Value of Effective Organization

By Clarence A. Cotton

Secretary Grand Rapids Board of Trade

Once upon a time there was a dirty, clumsy and dangerous city, which eternally boasted of its bigness. It had attained its great size very rapidly, because of its location, which made it a natural railroad center, as well as a marine port of magnitude.

A large proportion of the people traveling from the western part of the continent to the eastern, as well as those traveling from south to north, or vice versa, passed through this immense town, and whether they remained an hour or a week left part of their money there.

The town (for we shall continue to call it a town, notwithstanding its vast size) became rapidly and immensely wealthy; also rapidly and immensely dirty, dangerous and altogether unattractive. This undesirable state of affairs culminated finally in a series of labor strikes, ruinous in far-reaching effects.

The reign of lawlessness and disorder made the big town unattractive to visit, let alone live in.

No one seemed in a position to remedy the situation. There were not enough men on the police force, and what there were appeared to be in a state of disorganization. No one apparently had authority to stop the atrocities going on in all parts of the community, day as well as night. A race riot was threatened. The public state of mind was such that strong men feared to walk on the sidewalks when going home early in the evening—they took to the middle of the streets where they could not be sandbagged from doorways.

Up to the latter part of 1904 there had been no "great, central organized force" among the business interests of the big town. The feeling amongst the wealthy citizens seemed to be that the city could remain safe or unsafe, beautiful or un-beautiful, filthy or cleanly,—they didn't care much so long as they had elegant homes in the beautiful suburbs miles away from the great maelstrom of lawlessness.

But one old man—he was not so very old, but he came to be known as "The Old Man" because he did things,—saw that the rich merchants and manufacturers were fooling themselves by their indifference to the downward course of the big town's progress. He said to the friends with whom he began to discuss the situation, "Boys, do you realize that the other cities around us are getting business away from us? Do you know that those jobbers at Saint — are cutting into us pretty strong on hardware and boots and shoes, while every burg big enough to boast a wholesale store is taking our drygoods and grocery buyers away from us every day? Why is it?"

There was a stillness, broken only by some one asking for a match, and then all present lighted fresh cigars.

"I'll tell you," resumed The Old Man, "the buyers from other cities are making up their minds that if they can get the same goods in other cities at just as low prices they are going to cut out this big, black town. Why should they come here and run the risk of being killed or robbed for the mere sake of coming here if they can get their money's worth elsewhere? Why, you can sit in the smoking-room of any sleeper leaving here any night and hear the fellows congratulating themselves on not having to stay here another night. And what have we with which to entertain them? We have theatres, restaurants and parks; so has every other town. What have we to attract the lover of the esthetic, intellectual and artistic?"

"I tell you boys, we have got to brace up, or lose business. I have been trying to convince Mr. F***** that it will pay financially to improve this town morally and physical'y. Instead of looking and sounding like a huge blacksmith shop that people only like to dodge around, let us begin to reconstruct ourselves into the city beautiful of the universe where all mankind may be safe and happy."

The Old Man was not an employer him-

self. He was a superintendent, and often referred to himself as a "mere clerk." One day he called certain heads of departments of large commercial concerns together, and told them that while the grocery interests, boot and shoe interests, drygoods interests, the cold storage interests, and in fact each of the numerous commercial interests of the whole town had its separate association, there was no "great central organized force" whereby the business interests which formed the real backbone of the community, furnishing livelihood for the people, could cause law and order to be enforced.

"Let us have a great central organized force," cried The Old Man. There was a fascination about his personality that caused the others immediately to respond and promise their support. A new organization was founded, and The Old Man, through an executive committee, which was appointed by the board of directors of the new organization, called a young man, to his assistance, and a constitution and by-laws was formulated. One of the important features of the new organization was a committee representative of all the various trades and professions. As soon as this committee had been nearly perfected, The Old Man, who had been chosen chairman of that committee, one day took the floor, and in the midst of a soul-stirring speech, during which he marched from one end of the room to the other, beseeching the support of all present, and threatening them with terrible results if they longer refrained from actively participating in the reforms which he insisted were necessary, cried, dramatically, "If, in this vast city, there was planted a wooden cross on each spot where a man has been murdered, a woman violated, or other atrocities committed, this municipality would be a forest of wooden crosses. How much longer shall we stand this? Is there one of us without enough red blood in his veins to roll up his sleeves, pitch in, and make our city right?" The Old Man won the meeting. It was unanimously decided that the big town must at once have 1,000 more policemen. But there was no money in the municipal treasury with which to pay them. The big town was bankrupt. How should the funds be procured?

It so happened that on this great committee, representing all the various trades and professions, there was a lawyer of ability. It occurred to him that the saloon license fee required in the big town was only \$500 per year, whereas in other metropolitan cities the fee was twice such amount, and sometimes more than that. The lawyer suggested that the fee charged saloons in the big town be doubled. If that were done, the city would have over \$2,000,000 additional revenue with which to pay 1,000 extra policemen.

It transpired that another member of the committee happened to be a member of the City Council. He willingly agreed to introduce an ordinance for doubling the saloon license fee. The ordinance was introduced and referred to the committee on ordinances, amidst the ridicule of nearly everybody. The City Council included many peculiar characters, a number of them being directly interested in the liquor traffic. "A fine chance they'll have to get that through," remarked the leader of the ward in which the principal red-light district was located, and who had a string of saloons on which he had to pay licenses.

But a silent, continuous, insistent campaign had been started by the big committee, which no one outside of it knew or understood. Taken up through the various trades and professions, thousands upon thousands of men, their wives and their children, were made to see that the only way in which their lives and safety could be insured and the value of property maintained was to have more policemen, and that immediately; also that the only way that more policemen could be paid was through doubling the saloon license fee.

The system followed by the big committee was so faithfully carried out that it was estimated that before the night the ordinance came up for vote in the City Council, more than 300,000 persons had either seen personally or written their respective aldermen on individual stationery.

Up to the last extra that evening, every newspaper in the big town predicted that the ordinance would be overwhelmingly defeated—didn't have a ghost of a show. But the newspapers had not been informed of what the big committee had been doing

through its peculiar, but very effective system; and no mention of what that committee had been doing had ever been made in the public press. Therefore it was a great surprise when the ordinance was adopted by an overwhelming majority; even the brewery alderman voting for it.

In anticipation of the extra funds the city would receive the police force was immediately increased, a new superintendent was substituted for the man who had been holding that position for years, the strike was shortly ended through the employment of honest and effective officers, and the people began to get over their fear of going home alone after nightfall. Soon afterward a mounted police force was established, and street traffic regulation began.

"The great central organized force" began to be a popular institution, and its membership rapidly grew. But there was one large business interest in the community which, while it had a representation on the big committee, was not represented to any great extent in the membership, and the personnel of which was forever ridiculing the "great central organized force," declaring that it (the particular interest in question) was "the big show" in that city; that the fellows who sold ribbons and pins downtown might need it, but that they ("the big show") could get along very well without it. This arrogant spirit was carried to a ridiculous and profane extent until a certain sensational book was published which was so widely circulated and advertised that "the big show" interest did not know what to do to stop the countermands of orders from all over the world for its products. Finally they called on the big committee. It was decided that the book had outrageously exaggerated conditions; that "the big show" interest, sel-

fish as it had been, was being treated unfairly, and that the market could not stand such tremendous losses in its business. The "big show" interest was not in a position to investigate itself, and the people at large would not be likely to take much stock in a rump investigating committee, organized for the purpose. But the "great central organized force" was on deck ready for business, deciding that the attacks on the "big show" interests were exaggerated and unfair. The big committee, through the board of directors, appointed an investigating committee of men of prominence in various parts of the country. They made an investigation, and submitted a report which satisfied the people throughout the civilized world that, even though the "big show" interest had always been selfish, its products were good.

After the two great triumphs of organization work told of above, (and of course there were many minor accomplishments constantly taking place), the "great central organized force" absorbed several other organizations, such as the Shippers Association, the River and Harbor Improvement Committee, and organized a Convention Bureau, and now the "great central organized force" is the dominant and controlling authority in the big town, which is rapidly carrying out plans for beautifying and making itself more attractive in every possible way.

The big committee affords the thousands of members of the "great central organized force" an open forum where they may present their ideas, and where all sorts of improvements, civic as well as commercial, may be presented, and, if they meet with the sanction of the committee, be carried out, impelled by the sentiment which the "great central organized force" is always strong to create.



The Model Tenements of Rome, Italy

By Horatio M. Pollock, Ph.D.

General Secretary of the Civic League of Albany

"What is your most troublesome municipal problem?" I asked the Mayor of Rome as he discussed city betterment with my American friend and myself one warm July day this past summer.

"The housing problem," he replied without hesitation, "to provide sanitary homes for our rapidly increasing population is the most difficult task we have."

"Does the city undertake to provide tenements?"

"Not as a direct municipal enterprise," continued the Mayor, "but indirectly the city is promoting the building of model tenements in many sections of the city. In the first place, the city remits the taxes of new tenements for two years, and this has increased the activities of several real estate companies. Besides, the Municipal Council has provided for the formation of a corporation to undertake the building of model tenements as a philanthropic enterprise. The directors of the model tenement corporation are appointed by the Municipal Council and serve without salary. The money to be used in building the tenements is loaned by the city with proper safeguards. The directors provide for the building, maintenance and renting of the tenements. From the income received they pay the city interest on the amount loaned, and make small payments on the principal. According to the scheme the city will be fully repaid in fifty years. Our best tenements, however, are those built by another company, a private one which makes money for its stockholders, but at the same time contributes greatly to the welfare of the city."

We expressed a desire to visit these new tenements, and the Mayor gave us a note of introduction to Senator Franchetti, president of the municipal company, and to Engineer Edward Talamo, manager of the private company that the Mayor had so highly praised.

We first called on Senator Franchetti. We found him a wealthy philanthropist who was devoting a large measure of his

time to public affairs. Although a member of the upper house of the national parliament and a man of extensive commercial interests, he finds time to plan for the better housing and better education of the poor. He received us cordially and seemed glad to tell Americans what he was trying to do for his city.

"The genius of Rome's new tenements is Engineer Edward Talamo," said Senator Franchetti. "He is the leader, planner and designer. We follow as best we can. Talamo and his company, however, cannot provide enough houses. Besides, his houses are too expensive for the very poor, so we are doing what we can to supply the city's demands."

He further explained that the municipal company had already built several groups of tenements, and were well pleased with results both from a social and financial standpoint. As the work progressed new kinds of buildings were being erected, and new features were being introduced. He placed special emphasis on the new schools for the little children of the tenements. These schools were conceived by a woman physician and teacher of Rome, Signorina Montessori, and were introduced in the tenements through the influence of Senator Franchetti and Mr. Talamo. After further explaining some of the details of the company, Senator Franchetti invited us to inspect their new tenements, and we gladly accepted the invitation.

We found the tenements of three grades. The lowest grade is intended for unskilled workmen, and each dwelling or apartment consists of one, two or three rooms. The rent is about \$1.40 a room per month. The second grade is for a better class of workmen. Each dwelling of this grade has three or four rooms, and the monthly rental is \$1.60 or \$1.80 per room. The first grade tenements are for skilled workmen, and are principally two-story cottages for one or two families each. A six room cottage rents for \$15.00 to \$18.00 a month. These new cottages are an entirely new feature in

tenement building in Rome. The usual type of tenement has been the barrack of five stories built on a narrow street with little yard or court space. The new type cottages are in the suburbs where land is still cheap. Each is provided with a generous lot, and the new streets are of ample width. The tenements of all three grades are built in compliance with hygienic requirements, and the health and safety of the inmates are carefully safeguarded. All are built of brick and cement; the stairs are of marble and the floors of tile. Each room is well lighted by a window opening

Upon presenting Mayor Nathan's letter we were cordially received. Mr. Talamo explained the work and purpose of his company, and was careful to state that theirs was not a philanthropic enterprise; that he planned to make a seven per cent dividend for his stockholders, and found no difficulty in accomplishing that result. At the same time, he said, he was endeavoring to help the people of moderate means of Rome to live under most favorable conditions, and to enjoy the comforts of life.

"What is the secret of your success?" I asked.



COURTYARD OF ONE OF THE OLD-STYLE TENEMENTS

on the street or a large yard, and each tenement is provided with a sanitary water closet. The tenements are in groups, and each group is provided with a caretaker who is continually on duty. In some groups there is a beginning of a community life, but this feature is much better developed in the tenements under Talamo's supervision. Contrasted with the old tenements of Rome the new ones built by Senator Franchetti's company are a paradise.

We remembered, however, that the Senator had told us that Talamo was the leader and genius in tenement building. We therefore called on the great engineer and home builder of Rome, Edward Talamo.

"The development of social interest in our tenants," he answered. "Our tenants have a live interest not only in their own apartments and comfort, but in the welfare of the whole community. We exert every effort to develop an *esprit du corps* in every group. We give prizes to the tenants for the best kept apartment, and to the children for good work in the schools and good behavior. In the fall of each year we hold an annual feast day or picnic in each group. On this occasion the prizes are distributed, and a general good time is enjoyed. By these means our expenditure for repairs is remarkably low. Moreover our tenants are well pleased with the

treatment they receive, and seldom move. Of course we are careful to select from our many applicants the tenants who will be most likely to enter into the spirit of the community. But you must visit our tenements. Your own observation will give you the best idea of what we are doing."

Thereupon Mr. Talamo directed his assistant to furnish us with full information concerning the building and management of the tenements, and to show us as many groups as we cared to visit.

velous results. The children also have their garden, in which each has his own plants, and all have some plants in common. All the work in the garden is done by the children.

From the school we went in the library, a large room furnished with good books. These are entirely free to the tenants, who are encouraged to use the room freely. So great an interest have these tenements aroused in Rome that Queen Margharita, the beloved queen mother of Italy, has



THE SAME YARD AS REMODELED BY EDWARD TALAMO

We visited three groups of these remarkable homes. As we entered the spacious yard of the first group we were attracted by a neat one-story structure in the center of the yard. This proved to be the "Casa dei Bambini" (the children's house), a school of the Montessorian type for children from four to seven years of age. A teacher is provided by the company, and the schools are entirely free to the tenants. The work of these schools is designed to develop initiative and individuality in children during the formative years. The special senses are carefully trained, and the little ones are taught to read and write. The system is a very excellent one, and is producing mar-

voluntarily given many books to these libraries.

Another general room of interest was the sewing room. Here were a half-dozen new sewing machines fitted up with electric motors. For a trifling fee the women of the tenements come here to do their family sewing, and incidentally become acquainted with each other.

A general bath house is also a part of the tenement group. One side is for men and the other side for women, and both are fitted up with shower and tub baths. The shower baths are free, but a small fee is charged for the tub baths.

The most noteworthy features of these



A DISPENSARY IN ONE OF THE GROUP TENEMENTS

tenements are the provisions for the safeguarding of the health of the tenants. In a room opening off the large central court is the tenement dispensary, and in each is a licensed physician. This dispensary and the services of the physician therein are free to the tenants. When it becomes necessary for the physician to call in the patient's room a fee of twenty cents a visit is charged. The presence of a physician is

a wonderful help to these people. Contagious diseases are checked at once, and the sick expense of the families is greatly lessened. The death rate in these tenements is reduced to seven per thousand, while in many of the old tenements of Rome it is as high as thirty per thousand. In Talamo's tenements there is no tuberculosis, and no unhealthy conditions are permitted.

The homes themselves are triumphs of



INTERIOR OF THE CASA DEI BAMBINI (CHILDREN'S HOUSE)



A GENERAL LIBRARY IN THE GROUP TENEMENTS

architectural design. There are no dark rooms and no air shafts. Each room has a large window opening out of doors either on the street or on an ornamental yard. In the newer tenements there is a central heating plant and a central vacuum cleaning plant. All of the buildings are fireproof. Moreover they are attractive both inside and out.

Altogether these tenements are a wonderful example of what may be done by a com-

munity working together in harmony with a guiding spirit. Moreover they establish standards of tenement building which other builders of Rome must attempt to reach. In the development of the group idea we believe Mr. Talamo has made a valuable contribution to the science of home building. Surely the rising generation of Rome and the generations that are to follow will have great reason to bless the name of Edward Talamo.

The Work of the Commercial Secretary*

By Robert G. McClure

Secretary Indianapolis Commercial Club

If we are to serve our employers and our communities for their best interests we must make a success first of all in creating the highest regard for the new profession of the commercial and civic secretary by making ourselves efficient. In this age professions and trades are increasing in numbers as the years go by. We know that a few years ago it was impossible in American cities to progress in a wholesome way because of the ever and always unfortunate interference of politics and politicians. To-

day the country is coming to learn that the "new profession" must be dealt with because in its exalted position it is the most direct representative of the commercial and civic activity of the community; and after all it is the business people and not the politicians who should say what should be done or what must be done, in our municipalities, whereby the growth will be wholesale and lasting.

* From an address delivered before the fifth annual meeting of the National Association of Commercial Executives.

A Campaign for a Commission Form of Government

By Christie Benet

City Attorney of Columbia

Columbia, the capital of South Carolina, has, including her suburbs, a population of about fifty thousand. This population is as purely American as can be found in the United States, and the questions regarding immigrants and immigration are not known.

Until April, 1910, Columbia had been working with the usual aldermanic form of government common in America. The city was divided into five wards; and each ward worked for all it could get, with no regard to the good of the whole, and with no fixed plan of permanent improvements. The Aldermen and Mayor were elected every two years, and at each election the new Council was ushered in with great hopes.

The men who composed the Council were, in most cases, excellent citizens, and great things would be expected of them; but time after time these hopes were blasted, and the body municipal rocked along in the same old way—each ward for itself, and the Alderman who could not get what his ward wanted was soon made to feel that he was unfit to represent it. It mattered not if the treasury was empty when Ward X wanted something done; pressure would be brought to bear upon the Alderman from Ward X, and the work would be done, and the cost go to add another item in the floating indebtedness.

Although no specific allegation of graft had been made, for some years the feeling had been growing that Columbia was not getting value received for the taxes paid, and that the City's affairs were handled in an unbusinesslike way. Finally the Columbia Chamber of Commerce appointed a Committee on Municipal Government, directing that the Committee should make a careful study of the various forms of government existing in American cities, and embody its findings in a report adapting the best of these forms of government to local conditions.

This Committee made a thorough investigation, and in due time began to prepare its report. It was then found that John J. McMahan, Esq., an attorney of the Columbia Bar, who was a member of the South Carolina Legislature from Richland County (of which Columbia is the county seat), had been conducting an investigation on his own account, and had prepared a bill for a commission form of government for Columbia, patterned after the Des Moines system, and intended to introduce it at the 1910 session of the Legislature. Mr. McMahan and the Committee from the Chamber of Commerce joined forces, and the result was the McMahan Bill, which was passed by the South Carolina Legislature at the January session, and became a law on 21st day of January, 1910.*

It is not the purpose of this article to give a summary of the law, except in so far as such summary shows its essential provisions. The law provides for a Mayor and four Councilmen to be chosen at large, the Mayor to be paid, annually, \$2,500, and the Councilmen \$2,000 each. The powers of the Council are distributed among these five officers by appointment of the Mayor, and may be redistributed by vote of the Council. A ye and nay vote is required on all matters other than meetings and adjournments, and the referendum, initiative and recall are all authorized. Absolute publicity in the matter of appropriations is provided for, and no franchise can be granted without a vote of the electors thereon. A Civil Service Commission is provided, and all public officials and employees are placed in its control, and cannot be removed except for cause upon the joint vote of the Civil Service Commission and the City Council, after a public hearing. A new feature is that the office

* This Act was permissive, not mandatory, and the campaign referred to later was to secure its adoption by Columbia.—Editor.

of City Attorney is given broad powers, and it is made the duty of this official to see that the law in every particular is enforced. He is required to take necessary steps to enforce its provisions, and in case of violation or oversight is, on his own initiative, authorized to have indictments brought and prosecutions made.

Columbia is in a Democratic state, and the Democratic majority is so large that a choice in the Democratic primary is equivalent to an election at the general election. Necessarily this results in indifference on the part of the average voter to the general election and an absolute distaste to registration, since the qualification to vote in the general election renders the voter eligible to jury duty. The McMahan Bill required that no person could vote in the city primary unless he was a registered elector and had paid all taxes assessed by the state, county and city. This provision was severely criticized by all old line politicians, who claimed that it would result in a very light vote, and would deprive many citizens of their voting privileges. To meet this condition, to secure as large a registration as possible and to have the advantages of the commission form of government properly put before the people, a Committee on Publicity was formed, and this Committee immediately began a campaign to bring about these ends.

This Committee met daily at 5 o'clock in the afternoon and went over the situation carefully, making such changes in its plans as the needs of each day showed advisable. It secured as complete a list as possible of citizens eligible to vote, and sent a personal letter to each one. This letter was as follows:

THE COMMISSION FORM OF GOVERNMENT will make Columbia a cleaner, bigger and stronger City, and one free from Ward politics. A Mayor and four Councilmen will be elected from the City at Large—not from particular wards. They will be responsible to the people, who can at any time recall them from the office to which they have been elected.

Columbia has an annual income, from all sources, of about \$360,000.00. Do you see where Columbia, under the present form of government, gets \$300,000.00 value received? Don't you think this money, properly ex-

ended would give Columbia BETTER SCHOOLS, more PAVED STREETS, and an EFFICIENT, ECONOMICAL GOVERNMENT?

If you do, VOTE for THE COMMISSION FORM OF GOVERNMENT.

You cannot vote until you are properly registered. To register you must have a certificate from the County Board of Registration, whose office is on the Second Floor of the Court House, and will be open each day from 9 A. M. to 8 P. M., until the night of Wednesday, March 2. Then take this certificate and your tax receipts to the Office of James S. Verner, City Registrar, at 1216 Washington Street and he will issue you your City Registration Certificate.

DON'T PUT THIS OFF. We urge you to give Columbia a chance to have the best form of City Government known.

Posters and circulars urging the citizens to register were placed in stores, street cars, and other public places, and were found very effective. This is one of the posters used:

If You Want Columbia to Be

CLEANER
BIGGER AND STRONGER
FREE FROM WARD POLITICS

If You Want Columbia to Have

BETTER SCHOOLS
MORE PAVED STREETS
AN EFFICIENT, ECONOMICAL
GOVERNMENT

If You Want to Know Where and Why

YOUR TAX MONEY GOES
Vote For the Commission Form of Government

To Vote you must Register. To Register take your Tax Receipts and go to the OFFICE of the COUNTY BOARD of REGISTRATION on the Second Floor of the Court House. Both the City and County Registrars will be there and will issue you the Required Tickets. The Office will be open from 9 a. m. to 8 p. m. for Six Days, beginning Thursday, 24th of February.

As a result of the letters and posters, it was soon found that the City Registrar would need additional help, and the Committee provided clerks for him. Shortly after the letter of February 25 was sent out it was found that those opposed to the new form of government were stating that

the bill was drawn to serve certain interests, and that the voters did not know what was in it. The Committee decided that a letter addressed to each voter, enclosing a copy of the full text of the Act, would be the most effective way of answering these statements. This letter was then sent out:

We send herewith a certified copy of the entire Act providing for a Commission Form of Government for Columbia, and want you to read it carefully.

The proposed change of government is a radical one, and our committee wants every qualified elector of the city to know exactly what is to be settled on the 2nd of April. The Commission Form of Government is the People's government and can only serve its full purpose when all of the voters understand its requirements and provisions. We, therefore, ask that you will read this Act carefully, and after reading same, if there are any provisions or requirements therein that are not clear and on which you wish information, if you will send a written request signed by your name in full to CHRISTIE BENET, Chairman, National Loan & Exchange Bank Building, the committee will answer same through the public papers.

We also beg to call your attention to the articles appearing in THE STATE and THE RECORD and which will appear from now until the date of election. EVERYBODY'S Magazine for April has an article showing the experience of five cities with the Commission form of Government, and if you are interested in learning just what has been done elsewhere under this form of government, you will find accurate information therein.

We want the COMMISSION FORM OF GOVERNMENT for Columbia, and still more we want every man voting for it to know just what he is voting for, and are sending you the enclosed Act in order that you may know exactly what the city will have after the law goes into effect.

If you want information, ask us.

During the whole campaign, the papers of the city did splendid work in giving the Committee all the space we needed; and, in addition, printed an excellent series of articles on the commission form of government in other cities and its advan-

tages as applied to Columbia. On the same date that we sent out the letter of March 22, both papers printed the Act in full, and this letter and the articles in the papers at this time carried the day. The absolute good faith in the movement for the new government was thereby shown, and the opposition, which was endeavoring to unsettle public opinion on the ground that the text and powers of the bill were unknown, subsided.

The vote on the question of the adoption of the new government was held on April 2, and the friends of the measure were delighted when it was adopted by a vote of 1310 to 68. It merely shows what work coupled with absolute frankness can do in any municipality, and is a further indication that the voters want the best government possible, and will vote for it if they understand that it is not being furthered by any set of men or any particular interest.

The feeling of confidence in the new government which has been engendered is worth all the time and energy which it took to get it; and, in a practical way, the favorable attention which has been attracted to Columbia and the interest which our citizens now show in the working out of our problems have been the greatest incentive to patriotic work, and promise well for the ultimate success of the plan.

The total expense of the campaign was less than \$500, and this was met by subscription raised with practically no effort. Sixty-nine men subscribed to this fund, and it would have been easy to raise three times as much if we had needed it.

The new Council has been elected and has taken charge of the city government. It is not expected that it will be able to accomplish a great deal during 1910, as the city budget had already been made up by the former Council and the appropriations made for 1910. The new Mayor and Councilmen promise Columbia that their administration will make her as conspicuous among the cities of the Eastern States as Des Moines has been among those of the Middle West, and the feeling of city strength which has been inspired by the success of the movement for the best form of municipal government known is one of the most valuable assets that we have.

The Conning-Tower

Arthur H. Grant, Editor

Protecting City Employees

If he is reported correctly, Mayor Brown, of Kansas City, Mo., has taken a new step in advance along the line of putting city employees on a business footing. A despatch states that he has forbidden city employees making Christmas presents to their superiors. Even those who did not wish or could not afford to contribute to these "gifts" have feared not to do so for obvious reasons. Mayor Brown is also quoted as saying that the only way for subordinates to obtain and retain the favor of their superiors is by doing well the work for which they are employed. It is little incidents like these that make us hopeful for the future of our cities.

Civic Pensions

On the other hand there are in various cities movements on foot to provide pensions for city employees. These plans should be nipped in the bud. As a rule, city clerical employees work fewer hours and receive larger salaries than men and women occupying similar positions in business houses. There is, therefore, no reason why they should be exempted from making their own provision for their declining years that other people have to make, and there is every reason for protecting the cities from the imposition of such burdens when every dollar of their income is needed for betterments that affect the welfare of the entire population. The proposition is also manifestly unfair, because it means that workers in other lines would be taxed to establish a limited pension system from which they would derive no benefit. If we are to have a pension system, let it be a general one which does not discriminate in favor of city employees, but that is an economic question that lies outside the field of THE AMERICAN CITY. The case of firemen and policemen who are injured or killed in the line of duty is a very different one; but there is no good reason why they should be favored above workmen in other

hazardous employments. The solution of that problem may be found in the French system which provides for definite pensions in the case of every workman killed or injured in the performance of duty. The pensions are paid by the employers, who in turn protect themselves by a general accident insurance policy.

Experts and "Experts"

In these days, when cities are awakening to the need for expert advice in regard to improvements the cost of which may run into millions of dollars, it is timely to utter a word of warning in regard to some of the men who offer their services as "experts." An expert is a man who usually has had a thorough professional education and who certainly has had years of practical experience. He is painstaking, cautious and thorough, because he knows how easy it is to be deceived by superficial observations, and has no desire to risk the reputation so hardly acquired. But for a man to become an "expert" it takes only a few months, or even weeks. The reading of a few books, the more technical parts of which he usually is incompetent to understand, and the working out of some crude theories which look well in print (writing a book is essential) and sound plausible to the layman, but which the real expert knows to be thoroughly impracticable—these are all that are necessary to transform a lawyer or a professor of economics into an "expert" in the installation and maintenance of public works. These "experts" are so highly paid that it is not strange that there have been so many of them. The damage they have done is almost incalculable, not only by causing immense waste of public money, but also by casting discredit upon the real experts from whom the layman does not readily distinguish these quacks. New York has just had a somewhat expensive experience with an "expert" who undertook to prevent certain wastes, and who did so,—but at a cost which would have

made it cheaper to allow the waste to continue. Cities will do well to enquire, especially about experts who *offer* their services, whether their titles are selfassumed or are recognized by their professional colleagues.



Avoiding Snags

The progress of the commission form of government is being bitterly opposed by a certain class of politicians who realize that its adoption will put them out of business. It is therefore wiser not to arouse the antagonism of more of these men at one time than is absolutely necessary. So, instead of introducing in the state legislatures bills authorizing all cities to adopt such form of government, it is better to make the law applicable only to cities of a certain size. For instance, if the city desiring such a law has a population of 40,000 the law should be drawn so as to make it applicable to cities of 30,000 to 50,000. This was the way in which Columbia, S. C., got its permissive law.



A Bit of Heresy

German city planners, as illustrated in the September issue, are taking the crazy-quilt as their model for additions to their cities, and the mania is apparently spreading to America. That there is an esthetic value to this method of laying out streets cannot be denied. But there is another side to the question which is apparently being lost sight of, and that is the inconvenience of a street plan that is a maze compared with which "Rosamond's Bower" was simplicity itself. It is pleasant enough to lose oneself for a while in the winding paths of a park; but streets are designed primarily to enable people to go readily from one part of a city to another. A street plan that is confusing thereby defeats its own purpose, and there is much to be said in favor of the at present out of fashion checker-board plan with numbered streets. In small cities that expect to stay small this consideration may have little weight; but a large city that deliberately increases the difficulties of traffic does so at its peril.

Moreover, straight parallel streets may be made very beautiful, and by different treatment as to trees, etc., may avoid the sameness that is oppressive. Variety can also be added by the diagonal arteries, the necessity for which is being more and more recognized. We shall do well to hesitate before following Germany's example in this matter.



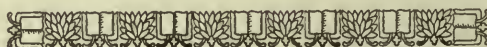
A Doubtful Prescription

The writer of the letter from Portland, Ore., to Oklahoma City (reproduced on another page) advises a city that is dead or dying not to spend its money on parks. But what if its moribund condition is due to lack of just such breathing and play spaces? The growth and prosperity of many cities has been retarded just because they have not made proper provision for the welfare of their inhabitants. Their politicians have been so busy looking out for their own retention in office that they have neglected the civic developments committed to their care, and the business men have been so engrossed in making money that they have not given the matter a thought—until they found themselves outdistanced by cities that have seen and acted upon the larger conception of civic development. Gentlemen of the counting-room and the council chamber, playgrounds and parks and cleanliness and beauty bring bigger dividends to cities than political squabbling and the sort of publicity campaigns that rely on shouting rather than doing.



The Cities' Roll of Honor

Although there has been no falling off in the number of subscriptions received during the past month, there are few changes in the roll of honor. Providence drops out, and Pittsburgh regains the place it lost a month ago. Norfolk, Va., goes up from eleventh to third place, so that the order now is: New York, Rochester, Norfolk, Albany, St. Louis, Kingston, Newburgh, Boston and Los Angeles and Philadelphia and Poughkeepsie (tied), Tiffin, Elmira, Williamsport, Chicago, Pittsburgh.



A Tree Tragedy

By Leonard Graham Vair

In 1835 a passenger on a lake boat sailed into Cleveland, and remarked that it was "a city built in a forest," thus giving to the present metropolis of Ohio a name which it has borne ever since,—the "Forest City."

The place well graced the name, as Cleveland at that time was only a village of 5,000, with stately oak, chestnut and beech trees filling the yards and streets. Other people came the lake way, and, saying "It is good," settled in this fair town so beautifully situated at the mouth of the Cuyahoga River.

Three score years and ten, plus five, have elapsed, and the conditions of that yesterday of 1835 have dissolved like a mist, for Cleveland is now one of our great cities. Early in the spring of 1910 the City Forester of Cleveland inaugurated a policy of cutting down in the parks many of the remnants of those trees which, a generation before, had given Cleveland the name of the Forest City. The newspapers of the city, and the *Press* especially, in answer to the people's protest, after finding these complaints well founded, condemned the "woodman-spare-not-that-tree" policy. Meeting with no favorable response, but rather with a blanket defence, the *Press* called for John Davey, "the father of tree surgery," as a recognized expert, to make a full examination of conditions. He found that "\$50,000 would not replace the damage in Woodland Park alone," that many invaluable trees were being sacrificed to well intentioned, but unscientific, judgment, and entered into the fight with vim.

There had been such a general campaign of cutting and slashing through the few tree possessions the Forest City still had, that complaints became very general. The photograph of some of the City Forester's harvest at the saw mill, which accompanies this article, shows plainly with what industry the axe was plied. This photograph was taken by a *Press* photographer on John Davey's inspection tour of the trees in the

different sections of the city and in the parks. The logs were perfectly sound, with a rare exception or two, and an inspection of the stumps showed seldom more than small cavities, which a tree surgeon, understanding how to preserve as well as how to plant, etc., could easily have repaired. In other places trees were found which had been leveled because they were infested with scale. Some of these trees were badly covered, but most of them had only a little of this sapsucking destroyer, and the control or extermination of such a trouble by spraying is too easy and too well known to excuse that sort of destruction.

In short, nothing was found to excuse the policy which had been adhered to in the face of public protest, but everything to condemn it. Scores of large and beautiful trees, which it took from fifty to one hundred years or more to grow, but only an hour or less to fell, were made into cordwood for bonfires, or sent to the lumber yard. The conditions which Mr. Davey pointed out to the representatives of the *Press* on this tour of inspection were very alarming, but to clinch the force of his remarks he called on them to take him to the nearby suburb of Wickliffe. Here he pointed out trees on the J. E. French estate which he had treated a few years before according to the methods of the new science of tree surgery which this lifelong student of the ways of nature has given to the world. These trees, when first entrusted to his care, were in far more serious condition than the city park trees not many miles distant, which had been destroyed as "done for." Yet here were these trees building new tops, putting forth rich, dark green, new foliage, healing their wounds, apparently good for a generation to come, mute testimony to the efficacy of tree surgery.

There could be but one conclusion, and the *Press* threw the vital matter at the people with great headlines, full front page accounts of the inspection and photographs of the slaughter, not forgetting to publish

contrasting pictures of ailing trees cut down and ailing trees saved. In addition to the report of John Davey, two other experts were called in to make their individual reports of conditions. One of these was a graduate of the school where tree preservation is taught, which was founded

their opinion. Some of these men declared the existing policy was all right, and some said it was not; the City Forester's predecessor came out with a vigorous denunciation of such policy of destruction; so that, as one newspaper expressed editorially, "When tree experts disagree, what is a poor layman to do?"

The next development in this situation was a legal injunction secured by the active *Press*, restraining the city from cutting any more of its park trees. This acted as a temporary check, but before the case had a hearing in court the Forester resigned, in spite of being urged by the city administration not to do so. A sort of tree commission, consisting of George C. Rettig, M. H. Horvath, and Reinhold Hoffman, was then appointed, whose idea of conservation was not the indiscriminate use of the axe, and this commission is now responsible for the welfare of the trees in the city of Cleveland. Time has shown that the work is well planned, that efforts are made to save such trees as can not well be spared, and that only those trees are cut down which are beyond even the skill of an expert tree surgeon.

The disastrous policy of cutting down all trees that were even slightly unsound, is along the same line with cutting down all the buckeye trees because of coddling-moth infestation. The buckeye is a natural food of this devastating insect, but when it cannot get buckeye food it readily attacks other trees. Carry that logic to its end, and no trees of any variety would be left standing. Another instance like this is of a "forester" cutting and burning all the deciduous trees because of another insect attack where evergreens were the victims, from which he feared they would spread to the deciduous trees. It might be possible to rid one community of all such insects in this manner, but the country is wide, and as long as insects are not controlled by natural means they will spread from one place to another. Parenthetically, the control of the insect pests which are now working such inestimable damage to trees and vegetation everywhere, is almost solely a matter of the restoration of our native birds.

The lesson of this tree massacre in Cleveland should not be lost on other communities. All the agitation for the sake of saving the trees in Garfield, Wade, Edge-



Courtesy of the Cleveland Press

THIS STUMP IS PERFECTLY SOUND, AND MR. DAVEY, WHO IS EXAMINING IT, BELIEVES THAT THE TREE COULD HAVE BEEN SAVED

by John Davey; the other was the author of this article. The reports and conclusions of these two men were not, and could not be, different from those of Mr. Davey.

The administration, for some reason, backed up its servant, who, even in the face of all the facts that were brought to light, persisted in claiming that he was right, and called up some foresters of repute to give



Courtesy of the Cleveland Press

VICTIMS OF TREE BUTCHERY BEING TURNED INTO LUMBER

water and other parks of Cleveland, clearly shows the need of a nation-wide awakening to the difference in purpose and education between a tree surgeon and a forester. Tree surgery is almost universally confused with forestry, and in the same way forestry is confused with tree surgery. The tree surgeon no more desires to have his science confused with a separate one, than does the forester desire to have his branch of classified knowledge confused with another. On this point let me quote what B. E. Fernow, the father of forestry in America, says:

"The care of shade and ornamental trees is an entirely different matter from the care of forests. It is unfortunate that the distinction has not always been clearly perceived. The object of forestry is the substance of the tree; only when the tree is cut and its wood utilized, is the object of the forester attained; he grows trees, not to be *preserved*, but to be *harvested*. Hence to call the tree wardens of towns and cities

'foresters' is a misnomer. The tree that satisfies the forester is most unsatisfactory to the landscape gardener or street tree planter, and *vice versa*. The latter arboriculturists are after shade or beauty of form, hence their treatment of trees is entirely different from that of the forester, although, to secure the object in either case, the nature and life history of trees must be understood."

Certain men attempt to do business in tree surgery upon the authority of certain agricultural colleges or schools of forestry. This is a plain attempt to deceive, for tree surgery is not yet a part of the curriculum of any college or forestry school. In justice to the possibilities of tree surgery for the good of trees everywhere, and for the protection of the people from any scheming that would be successful because of an erroneous impression, this dangerous confusion should be widely corrected at once.

The theory on which a tree surgeon works

is entirely different from the one upon which the forester proceeds. The forester is trained to deal with great tracts of timber land, working for the improvement of the whole by the elimination of the weaker trees and the preservation of those only which are perfectly fit, especially for lumber. The tree surgeon's special province is to understand and overcome the defects of trees in street, park and lawn. He does not work to get the best timber effect from a

natural training, would be inclined to cut down any trees which became more or less afflicted, and plant young new trees in their stead. The day is close at hand when communities will demand for this office a city tree surgeon who knows how to treat and save individual trees, who will not be driven to the necessity of planting young trees which it takes a generation to grow, and which, after running the gamut of a thousand and one risks that young trees must,



Courtesy of the Cleveland Press

MAPLE REINFORCED AND FILLED WITH CEMENT, IS COMPLETELY HEALED UP TO THE POINT OF THE KNIFE

clump of trees, but rather deals with the individual tree, diagnosing its ailments and applying the methods which his knowledge shows are adapted to that particular case. Our forests are fast dwindling, and everyone recognizes the need of trained foresters. Our city trees in street and on lawn and in the parks grow scarcer and more valuable every year, and the necessity of having a municipally-employed, trained tree surgeon in every city of any size in the country should be plainly manifest to all.

The forester who is appointed to the position of caretaker of city trees, or the nursery stock man, if he follows the line of his



Courtesy of the Cleveland Press

HEALING ON THE BASE OF A WHITE OAK THAT HAS BEEN TREATED BY A TREE SURGEON

are just as apt to go wrong as the ones they replace.

This office should not be a political job, but should be appointive, and when the service rendered is satisfactory, the city tree surgeon should hold his office for life, or as long as he continues to give satisfaction. In that way he can prove most effective; he can start nursery plans, municipal forest farm plans, planting plans, plans of saving-treatment, etc., which can be satisfactorily carried out only by one whose efforts are unhampered, who knows that he will have all the time that he requires to carry these big undertakings into execution.



Congestion and Its Relief

We have already presented to our readers a number of the papers read at the Second National Conference on City Planning and Congestion. From several others we gather an analysis of the causes of congestion and various schemes for its relief.

Benjamin C. Marsh and Edward T. Hartman agree that among the causes of congestion of population are the following: The high cost of land, low wages and long hours of work, congestion of factories and offices, immigration, poor and expensive transportation service, lack of supervision of living conditions and criminal indifference and negligence. It will be seen that these causes are both economic and administrative, and that each demands a corresponding remedy.

Land values increase with the growth of industrial centers; the poorly paid, unskilled laborer cannot afford to ride to and from his work, and therefore has to live on the most expensive land. Because the land is expensive, and rigid building regulations increase the cost of construction, rents must go up to reimburse the owner of land and buildings. So the tenant gets along with as little room as possible, and crowds his family still more by taking lodgers to help pay the rent, which consumes from 25 to 35 per cent of the family income. The assessed value of the congested lot is increased because of the increased rentals; the landlord pays the taxes, and raises the rent again; therefore more lodgers, more crowding, more moral and physical distress—a vicious circle.

The point which Mr. Marsh makes most emphatic is this one of land values and taxation:

"In large cities ownership of land means opportunities for gambling on the maximum possible prices to be paid for land regardless of the convenience to the community as a whole, the normal development of the community and the health and efficiency of the workers in the community. Wealth derived from such speculation in land levies in the form of rent an annual and perpetual tax upon all those who are to use the land subsequently, since, when land once attains a high value, either a large rent must be paid by a few for the use thereof, or many people must be crowded on to a limited area. The

history of every city in America illustrates the truth of this self evident and generally ignored fact, and this high value of land is a most fundamental cause of congestion in tenements, factories, offices and other buildings."

Even if factories and office buildings were not overcrowded with employes, long hours of work would produce congestion in living rooms, because workers are too tired after a nine or ten hour day to travel a long distance even to get more light and air and garden space. The situation is aggravated by the influx of foreigners who have come for a temporary campaign of making and saving money, and who have no place to stay except in the overcrowded homes of their friends. They are ignorant and suspicious, and naturally herd together. They do not care to go to suburban places where they cannot get their accustomed liquors. The result is 1,400 to 1,600 people to the acre, as in Boston, Chicago, Philadelphia and New York.

Badly ventilated and crowded streets and railroad cars fail to attract tired workers to the suburbs. Railroad discrimination, by which better shipping rates are given to one community than to another, has brought factories to the favored spots, causing concentration of population and then congestion. Lack of town planning and a riot of individualism in laying out and building upon home sites contribute to the difficulties.

Congestion is at present unavoidable in certain limited districts of high land value, but laws ought to prevent similar conditions in sections where reasonable yard space and ample rooms can be secured at a fair price. The foreigner should be taught what proper living conditions are, and our laws against overcrowding should be explained to him. If the tenant were required to register his boarders and lodgers, and the landlord were held responsible for overcrowding, and a wise supervision compelled the doing of these things, the situation would be immensely relieved.

Having considered these overlapping, interwoven, mutually acting and reacting causes of overcrowding and congestion, we

turn to other papers which present remedies.

R. A. Pope writes of the "Copartnership Principle" in relation to town planning and relief and prevention of congestion, a principle which during the last forty years has produced nearly a thousand societies in Germany without a single failure, and has been in successful progress in England for more than twenty years.

A copartnership housing company has two kinds of stockholders and two kinds of shares. The nontenant shareholder subscribes to the capital stock, by which land is bought and developed and houses are erected. This stock pays four, five or six per cent. The tenant shareholders subscribe in installments to a limited amount of stock, which entitles them to become tenants in the houses erected. Their stock receives all profits above the interest on the loan stock.

The plan involves nonindividual ownership of land and adequate, scientific town planning to attain economy, sanitation and beauty. The limited area means a limited population. Selfhelp and mutual help are a part of the plan, and its sound economic basis insures permanent success. One of the English societies has paid more than seven per cent to its tenant shareholders, and has provided better houses and better surroundings at lower rents than the tenants could get elsewhere. Death rates have been lowered and industrial efficiency increased, and a happy, contented community spirit has been developed.

There is no such thing as copartnership housing in this country. Mr. Pope feels sure that a concrete example of this sort of community would be so convincing that many factories with their employes would be taken bodily out of city congestion. Public officials would have to meet the demand for right town planning for the whole community. If legislation forbade manufacturers to employ other than high class and well paid men within the city limits, more of the poor would seek the suburbs, and there would be room for those whose work keeps them in the city.

Bolton Hall shows how congestion is forced even upon small cities and towns by the evil of land speculation, which causes an unnatural development—the three-story and thirty-story building side by side, while

valuable sites are "cornered." While we are progressing slowly toward the penalizing and the strangling of speculation in land by the taxation of land values, we can adopt certain simple commercial methods for immediate relief.

Distrust of speculative land schemes makes it impossible in many cases for people who wish to leave the city to borrow enough on suburban land to build on and develop it. Although high priced land in the suburbs can usually be bought on easy payments, the buyer seldom has anything left to build his house and lay out his garden, and in the rural districts it is not easy to get a building or a mortgage loan. To cure congestion it must be made easy for the city dweller to make a home in the country, and the process must be automatic and commercially profitable, so that it will extend itself and become general. The business of making rural real estate loans should be established in every city under business methods. "Such companies," says Mr. Hall, will prove profitable and go further than any other immediate step to get the people back to the land."

Prevention of congestion by housing is discussed by George B. Ford, who shows that every housing problem is an individual one, and that it may be approached legally, socially and architecturally.

The legal work of Mr. Robert W. DeForest and Mr. Lawrence Veiller has benefited a million people in New York through the tenement house code. All such legal reform has to pay the penalty that follows being very definite to prevent loopholes. The builder will try to get all he can within the law, and stereotyped construction results.

"The legal way is to give the city dweller the best possible living conditions that the real estate interests will allow. At best it is palliative, not constructive."

Every housing problem ought first to be studied by a sociologist, who should understand thoroughly the present and the probable future conditions of the district. He should consult with the real estate and legal experts, the engineer and the architects of buildings and grounds, so that together they may design buildings which will give future tenants the best possible homes they can pay for. This is where the social and the architectural ways of working for better housing come together. The building of

model tenements is no longer an experiment in New York. Only a few of them, however, contain new ideas. Among the few is the charmingly treated Phipps House Number One, with its interior courts, roof gardens and shelters, baths, kindergartens, incinerators, ground-floor rooms for perambulators, a low secondary handrail for children, etc. The distinguishing features of the Shively Tuberculosis Tenements are the open stairs, the sleeping balconies and the bathrooms opening on the open stair hall. Then there are Mr. Edison's poured concrete houses, and latest of all, Roadtown, invented by Mr. E. S. Chambless, and combining transit with housing.*

But no satisfactory result can be reached until the home life of the tenant has become a part of the architect's sympathetic imagination. He must understand just what the father and the mother and the children do throughout the 24 hours, and how the house can best help them, by comfort, convenience, labor-saving arrangements and means of privacy, to be well and happy and efficient. It is most important of all to secure the maximum of fresh air and sunlight, and to do that we have to go back of housing to town planning, and start right, "with all residential streets in very narrow blocks running as near north and south as possible." Unfortunately we are mostly "making over" nowadays.

In studying the problem of giving the cheap laborer better housing without increased rentals, Warren H. Manning finds that in such model settlements as the mining town of Gwinn, Mich., or in the housing undertaking at Ithaca, N. Y., and the one planned by the Boston-1915 movement, a ten per cent return on the construction cost involves a rental which the low wage earner cannot pay. A rental of \$12 a month means, of course, that the house and lot should cost not more than \$1,200. It is very difficult to find places where it is possible to get a large number of houses on such favorable terms.

It appears that in the city slums houses are being built for low-wage earners at a sufficiently low cost, but when public utilities are added the total cost is too great. Mr. Manning believes that certain features considered essential can be dispensed with, provided that care is taken

not to mix nationalities and not to offend their prejudices or fail to supply peculiar needs.

The following are important elements of the plan: inexpensive land with natural advantages lessening the expense of laying out; a few wide thoroughfares built only as far as needed; narrow residential streets with houses close to the streets so as to give garden room behind; details of layout and construction to suit the particular problems; lots of 40 x 100 feet with gardens arranged so that all can be plowed together instead of hand-spaded by the owner; the planting to be decorative and utilitarian at the same time—grapevines on the houses, the Missouri currant and the Amelanchiers with attractive flowers and useful fruit in the yards, fruit trees on the boundary lines or trained to the houses and grafted with several varieties, squash and tomato vines on posts and lattices rather than cumbering the ground; intensive gardening under the advice of an expert, which should yield from \$3 to \$10 worth a month during the growing season.

Good water is an essential, but sewers can be omitted, provided wastes are cared for in compost heaps that go to enrich the gardens. Concrete or brick floors, walls of stucco, tile or brick should be used in the single-story, bungalow type of house which does not require a heavy frame. A small lot, demanding economy of space, may make a second story necessary. There need not be a cellar under the entire house.

Local building materials not usually considered suitable ought to be made use of. There are good clays that can be used instead of more expensive lime and cement. Tamarack, spruce and other even-tapered, even-sized poles can be used for studding on which to place laths and plaster. Stones picked up from the field may form the foundation of a floor to be covered with gravel and concrete. Mr. Manning has made personal tests of local and unusual building materials and simple, inexpensive but strong construction; he recognizes that the average mechanic will not use such material, and that men must be trained to do so if construction costs are to be lowered. More capitalists are needed who are willing to break away from commonplace methods of architecture and construction in order to make such experiments.

How to get the people from a place where

* See Vol. II., page 92.

there is no room to a place where there is room, is a simple-sounding proposition which involves a number of important ways and means, among them that of transit.

Assuming, for the time, that housing conditions in outlying districts are perfectly satisfactory for city factory operatives, Henry C. Wright takes up the question of transporting the people to and from work and making the line pay on a five-cent fare. He shows that in order to make a paying proposition of a rapid transit road in New York City taking workmen between the Battery and their homes in the Borough of Queens, there must be 105,300 persons riding at 2 fares per day, which would mean that the assumed Queens Borough district of seven square miles, occupied by small houses, could not accommodate enough commuters to make the road pay, unless there was a compensating short haul traffic. It is assumed that the rapid transit road is made up of a four-track subway from the Battery to Queensboro Bridge, a two-track road over the Bridge and from its eastern terminus a two-track elevated road extending seven miles. It is difficult to see how the subway section of such a road could be located so as to get a sufficient short haul traffic.

Possibly the heavy fixed charges could be reduced by having two elevated extensions instead of one, thus doubling the territory served at a one-seventh increase of capital outlay; or cross-feeding surface lines might make one elevated extension serve a large territory. The cheap and simple storage battery car or the sus-

pended monorail road may help to solve the question of construction expense, but the latter is not likely to be soon adopted by traffic men. Assessing the cost of extensions upon the property benefited will not help much to reduce the fixed charges, as the trunk subway is the most expensive part. The zone system of fares, by which a passenger pays an amount proportionate to the distance that he travels, tends to concentrate people in the low fare zone, so while the system might make a rapid transit line selfsupporting, it would not simplify the problem of congestion.

If the factory can be moved to the suburbs, and the workmen can be induced to follow it and live within walking distance of their work, the success of the experiment will then rest upon cheap and good railroad facilities for freight and express, the increase of which business should enable the railroad on which the factory is located to furnish low commutation rates to business and office people. The most feasible method of rapid transit for cities of less than a million population seems to be by railroads handling freight and express. There should be spurs into the business and shopping districts, and cross-feeding surface lines can be operated in connection.

Mr. Wright's paper assumes conditions that may or may not be brought about. A great amount of detailed study is necessary to get at the possibilities. To that end Mr. Wright appends a list of questions covering the information needed. The problem is far from solution; it is, in fact, only analyzed.



A City of Parks and Progress

By Glenn Marston

Ever since the citizens of Elmira, N. Y., established Eldridge Park, over twenty-five years ago, there has hardly been a year which does not tell its story of civic growth, yet the accretions have been so gradual and taken-for-granted that the people of Elmira do not appreciate their own city.

Eldridge Park is still the largest municipal pleasure ground in Elmira, being surpassed in size only by the beautiful Rorick's Glen Park, which is privately owned. Eldridge Park was one of the first complete

enough to make all its charms easily available to the throngs which frequent it.

But Eldridge Park was only the beginning of the city's activities, and today there are eight city parks with a combined area exceeding 100 acres. The newest public park is Riverside, located on the south bank of the Chemung River, a beautiful plot of 22 acres, laid out in charming walks and drives, adjacent to one of the principal bridges connecting the two sides of the river.



RORICK'S GLEN, THE FREE PARK OF THE ELMIRA WATER, LIGHT AND RAILROAD CO.

There is a fine theatre where high class opera is sung nightly for sixteen weeks at popular prices. No liquor is sold on or near the grounds

public parks in this country, and was equipped with all sorts of playground apparatus, a menagerie, picnic ground, etc., which rapidly achieved such fame that it was not at all uncommon in those days for the railroads to run special excursion trains for picnic parties from neighboring communities.

While Eldridge Park is as popular as ever among Elmirans, much of the excursion traffic is now directed toward Rorick's Glen Park, where the amusements include a large open air theatre and numerous other five and ten cent attractions. Scenically, also, Rorick's Glen Park is undoubtedly the most beautiful park in the city, as the owners have disturbed its natural state only

In playgrounds Elmira has been far from idle, having an actively aggressive Playground Association which has established a number of new playgrounds in the public school grounds during the past summer. Concrete wading pools have been constructed, swings erected and games provided. The association has gone even further and secured the coöperation of the physical director of the Y. M. C. A., Mr. G. Bedrosian, who has conducted classes at all the playgrounds during the summer. These school playgrounds are merely auxiliary to those already established by the city in the parks, Riverside alone having, for example, three baseball diamonds, which can be converted into football fields as the season progresses.

The Playground Association conducts its work with funds solicited from its own membership, asking the coöperation of the city only to the extent of donations of open space on which to locate the Association's paraphernalia. The subscriptions to the playground fund were secured through the efforts of the newspapers, both of which are constantly alive to the needs of the city and only relinquish one civic problem to take up another.

Today the papers are wrestling with the property owners along the river to secure the erection of an esplanade to replace the rickety and unsightly back porches which now ruin the beauty of the charming

so finally the Health Board acted on the suggestion of the newspapers and formulated regulations for the protection of the stream. There is now a constant patrol of the river, and any person discovered polluting the water in any way is quickly brought to justice.

The communities above Elmira have not, however, reached such a state of advancement, and the pollution of the river has necessitated the erection of a filter plant by the water company, which is said to be one of the best in the country. Not only is the city supplied with exceptionally pure water, but private ownership of the water works has enabled the city to apply all of



PRESENT UNSIGHTLY ASPECT OF RIVER FRONT TO BE CORRECTED BY THE BUILDING OF AN ESPLANADE OR PROMENADE ALONG THE REAR OF THE BUILDINGS

Chemung in its course through the city. A start has been made, and the first building to adopt the esplanade idea is nearing completion. It is expected that the whole work will be finished between the two principal bridges within a year. The city proposes to undertake the plans and is to let the contracts for the complete work, charging the property owners on a frontage basis. This is the most needed improvement in Elmira today, and the spirit of the people is shown in the way they are taking hold of the matter so as to compel the city to beautify the river.

It was the newspapers, too, which brought about the clarifying of the Chemung. It was not many years ago that the river was little better than an open sewer, opaque and scummy with filth. Low water made the stream even more offensive and dangerous,

its tax funds to direct civic improvements instead of having to meet interest charges on water bonds as is necessary in many cities. There has never been any specific taxation in Elmira to provide water supply, and the result is a low tax rate which is attractive to new industries.

Industrially Elmira has made excellent progress under the guidance of the Chamber of Commerce. Twenty-four factories have been secured during the past five years, some of them of considerable importance, and all bringing additional money and population. A bonus fund was collected and has been used to good advantage.

In addition to this a considerable effort is made by the Chamber of Commerce to secure special patronage for the merchants. A carnival is held every winter which creates a large temporary increase in pop-

ulation—and brings people to Elmira when they are in a mood to spend money. The carnival is of three weeks duration, usually ending New Year's eve with a grand celebration.

The Chamber of Commerce also conducts the annual automobile show, and made a net profit of over \$1,100 on the exhibition last spring. The show was also of great indirect benefit, not only in calling attention to the excellent roads about Elmira,

sire of the laboring man to live near his work, and in enabling him to do this without discomfort, Elmira is far in advance of the average manufacturing city.

But Elmira's solution of the problem of the poor is Elmira's greatest achievement. Her charities are organized on a business basis. She has a Municipal Poor Bureau, where the poor can borrow on household goods at low interest. She supplies work to the deserving poor at a living wage. And



THE BEGINNING OF THE ESPLANADE ALONG THE RIVER FRONT

but in emphasizing the fact that the city would benefit still further by additional street and road improvements. While the city boasts of many very beautiful streets, there is ample opportunity for a large amount of further work in this direction.

Elmira does not suffer from congestion, mainly because of the excellent service provided by three street and interurban railway companies. As a result, suburban development has been rapid, and there is no "poor district." The industrial plants are widely scattered, so that employes are not huddled on top of one another as is sometimes the case in cities having so-called "industrial areas." In recognizing the de-

in doing these things she has cut down the cost of poor maintenance nearly one half.

The beautiful Women's Federation Building provides for every want of the poor, and pays its own running expenses. Here a working woman can leave her baby in the day nursery; while, if, for example, she does washing for a living, she can go down to the basement, secure a free pair of tubs, purchase starch, soap and bluing at wholesale, and do her work right in the building at a cost of 11½ cents an hour for gas. A low priced cafeteria pays a good profit, which goes toward maintaining other less remunerative departments. There is a gymnasium, and classes are formed for domestic science

and manual training at all ages. Much of the expense is met through renting rooms for public meetings, dances, banquets, etc.

Elmira has done no spectacular tricks in attaining the civic advancement now to her credit. She has not needed red-fired reform to awaken the populace to the city's needs. The problems have been attacked one by

one in a deliberate, rational manner, and the result is obvious to any visitor to Elmira today. She is not free from faults, nor does she consider herself so, and each year sees the public moneys put to uses which should shame these cities who must needs suffer an "uplift" to accomplish anything—and then brag about it.

Cleveland's Method of Tax Assessment

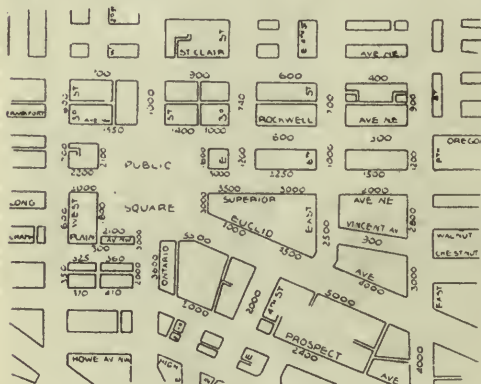
Last June the Board of Assessors of Real Property, of Cleveland, Ohio, published its first quadrennial report, explaining its method of appraising. There were more than 145,000 parcels of land and 100,000 buildings to be appraised, involving training a large force of men to work according to a definite plan. The organizing and training were done under the direction and

development all took part in getting an honest appraisal at 100 per cent. When valuations were objected to, the Board of Assessors invariably replied: "Give the Real Estate Board an option for thirty days at our appraisal. If they can't sell it, we will reduce it." The request was complied with in only one instance.

Believing that the citizens of any neighborhood were best fitted to state the relative values of its real estate, district maps were given out, on which the Board had fixed the highest value therein. The present market value of the property was the sole guide. The Board held no secret sessions, and the public was continually informed of what was going on.

Maps of the whole city were first made, showing only streets and blocks. The values of inside lots 100 feet deep were written on the streets in front of the blocks. The values of lots more or less than 100 feet deep were graded according to the standard taken. The first district map prepared was of the downtown section, where values are highest. Traffic counts were taken to determine relative values. When the block units had been fixed, the values of individual lots were found by a curve of value which had been reached by tabulating the opinions of many hundreds of landowners. Corner values were also figured according to a curve. Odd-shaped lots were figured in zones. The values of buildings were determined by filling out building slips accurately describing the dimensions, materials and details of construction.

This printed report contains maps of the 39 districts, individually, and also as indicated on a map of the city. It also contains many diagrams and tables showing the methods of determining values.



PART OF CLEVELAND MAP OF DOWNTOWN DISTRICT

Figures in streets show value in dollars per front foot for a lot 100 feet deep.

supervision of Mr. W. A. Somers, a tax expert of many years' experience. Cleveland is the first city in the United States to be fully valued on this plan.

From the beginning the Board recognized the appealing force of a method by which the taxpayer understood that he would get all the benefits and immunities that his neighbor did. This was far more popular than rewarding friends and burdening enemies. The community participated largely in valuing the land. The Chamber of Industry, a number of improvement associations and other bodies interested in civic

A Chief of Police Who Prevents Crime

By Jackson Harding

One of the important events in the history of Poughkeepsie, N. Y., was the appointment, in 1900, of the present Chief of Police, Charles J. McCabe, the first chief appointed from the ranks, the position having been previously a political patronage plum. The result is interesting.

Poughkeepsie, with a population of 27,000 people, lies midway between New York City and Albany, and is the only coaling station on that stretch of the New York Central Railroad, hence naturally a place for tramps to drop off from trains and swing their kicks. The new Chief of Police had been a railroad brakeman before he became a policeman, and had studied tramps for years. Before his appointment Poughkeepsie was annually favored by 4,100 of these "angels entertained unawares;" now only 860 a year stop in the "Bridge City."

Before 1900 there were fifty to sixty burglaries a year. Since then there have been only two or three a year.

Every tramp discovered is brought in and examined.

For a time this policy was pushed to the extent of highhanded raids on the several five-cent and ten-cent lodging houses along the railroad. Chief McCabe is thoroughly versed in the language of the tramps, and many a rogue has had his carefully prepared manner and story broken down by a question in the phraseology of the road concerning a habit or device unknown to ordinary folk.

When the Chief, as a specialist, finds cause for suspicion the Rogue's Gallery is

consulted, and telegrams are sent to persons and places mentioned by the tramp, asking confirmation of his story. By assiduously using these strenuous methods, "wanted" criminals have been caught for the police of other cities, and the professional tramps have been taught carefully to avoid Poughkeepsie.

A noteworthy public service, which has resulted from this appointment of a railroad man, has been the return of more than

a thousand boys who had strayed or run away from New York City. In some cases the boys tell the brakemen that they had caught freight trains merely to go apple or berry picking in the Spuyten Duyvil section, and had been afraid to jump off. At any rate, running away or strayed, before 1900 they were merely "chased" back, to catch a returning freight train, to be crippled or killed, or to become tools of "yeggmen" and beggars.

Since McCabe's appointment this kindergarten for crime

has been partially broken up. These boys are now arrested and questioned, a form letter being immediately sent to their relatives or friends, offering to return the boy for half fare. Some of the parents refuse to send the money, and their letters range from comedy to tragedy.

One of the Chief's latest exploits, resulting directly from his unremitting use of these methods of the evolved officer was the capture of a gang of horse thieves who had eluded the New York City police. He obtained clues to conclusive evidence against them as a result of his habitual use of a



CHARLES J. McCABE
Chief of Police, Poughkeepsie, N. Y.

special cell, ingeniously arranged for eavesdropping on mysterious prisoners. This evidence, which greatly surprised the learned defence at the trial in New York City, was thus casually picked up, merely by the ingenious system of a naturally evolved, not created, Chief of Police.

On the whole the police archives of Poughkeepsie seem to demonstrate that, in a city of medium size, the Chief of Police should be a man of police experience, however true may be the theory that, in a city of a million or more inhabitants, such an appointment tends to cause corruption.

An Alert Village Improvement Club

By Clara B. Eno

President Village Improvement Club of Van Buren, Arkansas

The Village Improvement Club of Van Buren was organized nine years ago.

The first year prizes were offered to the children, one for the prettiest flower bed during the season, one for the best basket of vegetables grown by a child, and one for the best kept yard.

The second year the club took charge of the cemetery work, restoring a weed and thicket grown place to one of beauty, the pride of the town and the caretaker. The same person has been employed for seven years. His salary is obtained from a monthly contribution by those owning lots and a few others, also by other work done at the cemetery. We are now collecting a fund to complete the iron fence around the cemetery. We are asking all owners of lots, also those having loved ones buried there but not owning lots, for one or more dollars for each lot.

For a year we employed a man to keep Main Street clean; now the merchants pay for the work, thus releasing our funds for other purposes.

The past two years the county has given us an appropriation for a janitor to keep the courthouse in a sanitary condition, also the park, of a block in area, in order, which is now the admiration of all.

In the park we have placed at a cost of a thousand dollars a fountain with drinking cups, the central figure being Moretti's

Hebe; the old sundial which told the hours as they passed before the day of the town clock has been restored to a place of prominence; window and stand boxes are filled with flowers. The United Daughters of the Confederacy have placed a beautiful monument to our departed soldiers, and with a handsome bandstand we have a courthouse park surpassed by none in the state.

We ask twice a year for a general cleaning day, the Mayor coöperating with us.

The club has been instrumental in having Arbor Day observed by exercises in the public schools and by tree planting. Last Arbor Day we had the pleasure of listening to addresses given by the Supervisors of the two National Forest Reserves in Arkansas.

We are only a band of ten women working for the civic betterment of our town, population about 5,000, and at times it seems as if very little had been accomplished, but when we look backward and see how civic pride has grown in the past nine years, as shown by the well kept lawns and the interest in our work, we take heart and push forward.

Civic growth is a matter of education, those who travel return home with an awakened interest. It is to the young people of this generation that we must look to carry forward our work.



Town and Village

Edited by Edward T. Hartman

Secretary Massachusetts Civic League

The Way of Village Improvement

Hamilton, N. Y., organized an improvement society last summer, and the people back of the enterprise did their work so effectively that all the people and the papers approved. We can gather the spirit of the movement and the way it was received from an article in the *Hamilton Republican*. Briefly, it says:

"The fee has been made low so that every family in the village may be represented. In some cases whole families have joined. All who claim Hamilton as their home are invited to join. The society sent solicitors to every home to lay the matter before the people and request their coöperation. Notice was previously given through the papers, requesting a respectful hearing for the solicitors.

"Since Hamilton is our home and the place we love, we should have a share in making it the most beautiful and desirable home possible. Since it belongs to all, every man, woman and child is given an opportunity to have a voice, a vote and a part in its embellishment. Some of us think Hamilton is already beautiful enough. It is beautiful, but not beautiful enough. We know that selfsatisfaction prevents progress, and means arrested development. Our honorable Board of Trustees do not think everything is perfect, for where will we find a more enthusiastic, capable, and progressive board than our own? Some of our older citizens who worked and sacrificed to give us our beautiful parks, our good roads, our excellent sidewalks, and our modern conveniences, did not think so or we would not be enjoying these. There are still some things in the future for us to possess, and something in the present to accomplish.

"Beauty in a city or village pays commercially, to say nothing about the comfort, pleasure and benefit we personally derive from a beautiful home. A definite and harmoniously carried out plan for attractive streets and grounds brings desirable peo-

ple. Let us all join hands and work together and encourage one another on the road towards the ideal and perfect village."

There is a lot of sound philosophy in the above. It is what is needed everywhere if success is to be insured. Why do so few places accept its obvious teachings? To value beautiful and healthful surroundings, to work together and to have elected public officers whom one can praise; then to do the duties each day brings, is pretty near the right road to the ideal and perfect village.



A Social Center for Framingham

The old town hall in Framingham, Mass., has long been deserted, partly because it was too small for the needs of the town, and partly because the railroad runs through the southern part of the town, some two miles from the town hall, and the center of population has been transferred there.

The town has no home, renting quarters for its needs. But the foresight of the Framingham Improvement Society is going to give the people a community home, even if they have no civic home.

The town hall stands on the edge of the ancient green in Framingham Center. On the green stand two typical New England churches, with spires which are landmarks far and near. Here also stands what was a short time since the old wooden high school building with its gravelly, chicken-yard surroundings. Public opinion and public action have improved this and provided a new high school.

The old town hall fronts directly on one end of the green, or, rather, it sided on the green, for its architectural conception was never completed by the town and its entrance has for many years been from one end. It is a building of colonial design, the architectural possibilities of which had never been realized by the people.

The building stood idle for several years.

Then the Improvement Society saw its chance. It secured the use of the building, improved it according to the original conception, and will use it for its own headquarters and for such community functions as it will accommodate. The several thousand dollars necessary for the purpose have been raised by private subscription, and it is needless to say that the many citizens of Framingham whose generosity has made the work possible will keenly enjoy the new beauty of the building, its community possibilities and, perhaps above all, the community consciousness which has grown up around this united action. Owing to the corruption of public officials Framingham will have to wait some time for an official home, but this community home will bind the people together, and they will the sooner develop an ideal community sense, and secure a home for their civic activities.

Framingham is in trouble over the playground question. Her people voted to provide a public playground by July 1, 1910. Nothing has been done up to this time beyond the recording of the vote. There are arguments pro and con. One of these pro arguments recently advanced by a citizen is significant. He said:

"If childhood is entitled to anything from the world into which it comes through no petition of its own, it is the opportunity to gratify its normal instinct for play. Playtime and playgrounds belong to the child by right of eminent domain. Now comes the law of the land to support the child's natural claim and desire, and Framingham should liberally respond, and not through force but by the unanimous desire of its thoughtful citizens. Framingham is not New York; but it is interesting and suggestive, in this connection, to note that in that city 1902 children were injured and 88 killed last year while playing in the streets, because there were then no other available places to play in. It is all well enough to help boost Framingham by securing more and more thrifty manufacturing enterprises. All that is growth and development along the essential lines of commercial progress; but if in doing all this we lose sight of such things as playgrounds, parks and open spaces—yes, and of beauty as a business asset—if we ignore these things we shall not escape a sorry accounting later. They should go hand in hand to make the growth of our town what

every thinking citizen must wish it to be."

If good preaching ever brings results this ought. What is Framingham going to do about it?



A Pageant of the Past and Present

West Brookfield has had a two hundred and fiftieth birthday and she knows it. She got ready ahead of time to impress the fact upon her mind and when the day arrived she cut such antics as always please a youngster and make a red-letter day in spite of all the blue ones that may have gone before.

West Brookfield has quite a little of which to be proud, plenty of foundation, in other words, upon which to rest her laurels. But, like other towns, she finds a few loose and crumbling stones in her foundation and some parts of the superstructure yet remain unfinished.

But to "the day we celebrate." It was a compound of oratory, parade and pageant, well conceived and as well carried out. The parade was unusual. It blended the parade and the pageant because of the historical significance of its parts. A monster Webster dictionary recalled the fact that this familiar volume was first published in West Brookfield. The early Indians and the modern industries vied with each other in seeking the applause of the spectators. A sad modern touch was given when certain groups got after some of the present municipal and private activities. The Board of Trade and the town waterworks were specially honored. A local chronicler puts it thus: "Sprawled on a rude cot, much resembling the hideous cartoons of anti-tuberculosis campaign literature, were two slumbering forms with the inscription, 'Not dead, but sleeping,' dedicated to the board of trade, which has had one meeting, collected a membership fee of \$1, and then retired into inconspicuous unobtrusiveness. Another relic of the Mrs. Harris Club was the hypothetical town waterworks, represented by two wooden standpipes," never yet connected and dry as a whistle.

The attack of the Indians on the Quabaug settlers in the block house was well reproduced.

Thus did the Brookfields look at themselves in the glass, and they must profit by it. The event did not smack so loudly of New England complacency as is common.

The Brookfields have done much, but they have not yet run their course. They see, too, that dead men, however fast they ran when alive, do not run now.

It was a community affair. The villages were literally emptied for the occasion. It will help the Brookfields of the future to keep up with the Brookfields of the past.



Housing and Progress in Towns

A newspaper correspondent in the town of Lee, Mass., says, in part:

"A little item to the effect that Lee needed more houses has caused criticism of the writer on the ground that it is poor advertising for a place to tell the public that there are not houses enough to shelter the people. Such criticism along many lines is characteristic of old-established country communities. Lee has money to invest in manufacturing interests outside of the town, the savings bank has been rapidly increasing the total of its deposits, and money is sent away to be invested, in some instances in what may be properly called wildcat schemes, while the people at large are paying a large rent, or are not getting nearly the accommodations that their money calls for. Many of the investors are among those most anxious that the town should grow, as it is to their material advantage that it should. Lee has got many improvements by agitation, and it will not get the needed houses to accommodate its natural growth until it can be shown that investment in houses will pay, and until it is advertised that there is a big demand for houses. Anyone who doubts that Lee is suffering for the want of houses should take six months and try to find one. We have people housed in inferior houses who have been waiting some years in the vain hope that something would turn up. The trolley and state road have opened up sections not before available, and all that is needed is to impress the public with the fact that houses are needed and some good land agent with ginger enough to do business."

Apparently the business interests of Lee are expected to bait people into the town to help run the industries and develop trade for the merchants, and incidentally to live in the fields. Thompsonville, Conn., tried this a short time back. The carpet industries there needed many new workers and they came, only to find that there were no

houses in which they could live. The newcomers had for months to live in stores, shacks and old places, and even yet the conditions are bad, and there is need for greatly improved housing conditions.

It is the prevailing rule among local boards of trade to try to bait in new industries, without ever a thought that the towns have no houses in which the necessary workers may live. Brattleboro, Vt., is a good example. There new industries are the cry, while the town already has serious slums, and, owing to the lay of the land, it is almost impossible for it to expand satisfactorily from its present base.

We shall some time learn that growth (from the census point of view) does not mean progress. A town of 5,000 people may be ideal. The same town a few years later with 10,000 people may be absolutely bad. Congestion, overcrowding and filth, accompanied, as they are, by immorality, sickness and poverty, do not indicate progress.



Bainbridge Seeks a Cleaning

Bainbridge, N. Y., is dirty. The people realize the fact and the Board of Health has investigated to learn the causes. The chief nuisance seems to be that the brook running through the village is used by the citizens as a dumping-ground for ashes, garbage, and all other forms of refuse. Ashes are dumped against wooden buildings, rotting the wood work and adding dilapidation to decay. Rubbish is scattered in many other ways, and the grand total is a condition that cannot be allowed to continue. The Board of Health resolves, briefly:

I. "That the village acquire by purchase or otherwise a suitable place to be used as a dumping-ground for all garbage, ashes and other waste matter.

II. "That a suitable person be engaged by the year to collect and to take to such a dumping-ground all ashes and garbage from the residences and places of business in the village, and that the expense thereof be added to the village tax roll, and an assessment and levy be made on all taxable property of the village for the purpose of paying the same.

III. "That property owners of the village be and they hereby are ordered and directed to secure proper cans for contain-

ing ashes and proper receptacles for garbage and to keep the same covered and free from flies, and further that they be prohibited from throwing any waste or refuse matter in the creek, and be ordered to use such cans and receptacles only for ashes and garbage."

Public sentiment must support these resolutions and it is hoped that by the time this paragraph is in print the village Board of Trustees may have enacted the proper ordinances and established the same system suggested.



Bluff City's Lung Capacity

Bluff City, Kan., with its 300 people, more or less, is a bluff as a city, but it can lay claim to fame, for, as a newspaper puts it, it "has the most breathing spot per capita" of any place in the world. The park area is eighteen acres. That gives thirty people to the acre. In 1903 Meriden, Conn., claimed an acre of park land for each 25.1 people. Doubtless the Meriden population has since increased more rapidly than its park area. So Bluff City's claim may stand.

That is, however, hardly the most interesting question. Bluff City has 300 people and 10 acres of developed park. That is interesting. How many places, with only the population of a small city block, all God's green earth around them, and "no earthly need for a park," can boast of as much.

When Bluff City was founded in 1886 a member of the town company was James Glover, a man who knew and loved trees and flowers and how to make them grow. So he persuaded the town company to give the ten acres, centrally located and well adapted for the purpose. It has remained a park ever since, and will so continue. It has been developed in most interesting style. A gully runs through it, and this has been utilized for shrubs, trees and flowers, and across it have been thrown rustic bridges and cement walks. In a prairie country trees are a luxury and Mr. Glover early started such as he thought would thrive. About 150 evergreens, such as cedar, pine and arbor vitae, and other trees—locust, maple, elm, ash, walnut, Russian olive, catalpa and wild cherry, were planted, and they now afford almost complete shade for the area covered. This alone would sig-

nalize Glover Park, for so it is rightly called, had the people done nothing else for it. But they have not been content, and through gifts, entertainments and, best of all, direct contributions of work, many additional improvements have been made. A man is employed to mow the grass and keep the park in order, but on "park day" each year the people turn out and do what is to be done, a real community job. It is the custom of every one to give a day's work each year or its equivalent.



Hodgensville Having a House Cleaning

Hodgensville, Ky., finds itself and several of the surrounding villages suffering from an epidemic of typhoid fever. The opinion prevails that this is due to the general uncleanness prevailing in many quarters. In Hodgenville the local authorities have taken the matter in hand, and the President of the Board of Health and the Town Marshall have made an inspection and pointed out where cleaning will have to be done.

The local papers point out that the town must have a reputation for health and cleanliness if it is to be a fit place in which its own people may live, and if it wants to attract other people who are looking for places in which to spend a vacation. This brings squarely home to the people the issues of uncleanness which they are not likely to try to avoid. When uncleanness touches the pocketbook people notice uncleanness. With all this, however, the Board of Health has had to issue peremptory orders to secure the removal of filth in several cases.

The people are, along with this movement, trying to bring about a more general cleanliness in the streets, public places and elsewhere. They have made an appeal to those coming into town to help in this, and to use the regular hitching places provided for horses in four different places, so as to protect the trees and avoid a general scattering of refuse.

When is the time coming when the American people will learn that cleanliness and beauty in towns are practical problems, and that they ought to be provided everywhere by everybody? They are considered as activities for the reformers. This is one of the mistakes practical people make.

Gleanings

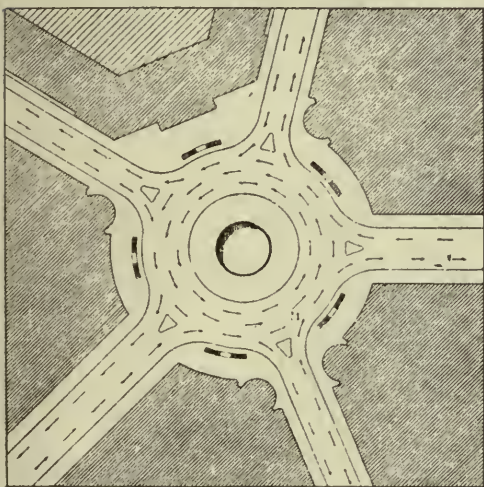
Edited by Mary V. Fuller

Traffic Regulation in Large Cities

A careful analysis of wheel traffic in cities of more than 100,000 inhabitants is given in the *Städtebau* by E. Hénard, of Paris, and illustrated with diagrams.

When there are five or six branches at a crossing, the simple procedure of alternating traffic, as in the case of two intersecting streets, is impossible. We must then use the method which the French call "*carrefour à giration*," the revolution around the crossing, which rests on the principle that vehicles should never be allowed to come to-

moving circle at an acute angle, and will move with it until it reaches the desired street, when, by a simple turn, it will leave the moving circle without disturbing it, and will pass down the radial street. Much more time than it takes to make the circuit will be saved, because there is no stoppage. Street car lines may be managed in the same way. One circular track in the middle is enough to accommodate the ten tracks leading to and from the five radial streets. Subterranean crossings for pedestrians, lighted by a shaft in the middle of the plaza,



GENERAL PLAN FOR A GYRATORY CROSSING
REGULATED ON THE CONTINUOUS
MOVEMENT THEORY

gether at one point where stoppage is inevitable, but should be conducted upon a circle from which they can separate in all directions.

Suppose we have a central circular drive with five radial streets. We will widen the junction of each of the five streets with the circular drive, and place at each of those points a triangular isle of safety to oblige vehicles to enter the circle obliquely. It is understood that there is to be no crossing of the central plot. Now let us picture a line of carriages moving around this central driveway in a direction opposite to the hands of a clock. Every carriage that reaches the crossing place will enter the



PLAN FOR CONTROLLING TRAFFIC BY MEANS OF
RADIAL STREETS AND A "CENTRAL
COLLECTOR"

take up less room than the small bridges with high stairways which one sometimes sees.

The width of the circular driveway should bear a definite relation to the amount of traffic which it receives. M. Hénard evolves by a simple process a formula which proves that the width of the circular driveway must equal one-fourth of the sum of the widths of the radial streets, and this holds true for any number of streets of different widths.

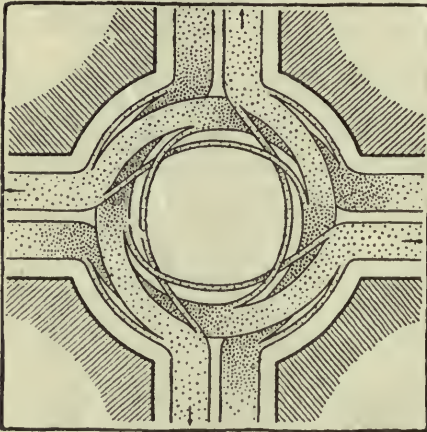
M. Hénard considers the American plan of a civic center, with beautiful converging streets, correct when the city center is made up of only a few buildings—church,

courthouse, school and theatre—but he believes it to be a mistake where the population requires so many large and imposing buildings that they cannot well be grouped in a single place. He concedes that they should not be placed so far apart that people must travel long distances when they wish to visit many of these buildings on the same day.

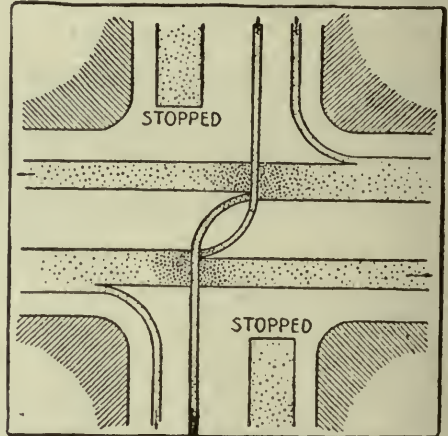
His idea is that a modern city should consist of two parts: the first should be the center of business and intellectual activity, and should contain commission houses, markets, large warehouses, exchanges, banks, courts, government offices, museums, libraries, theatres, etc.; the second part should surround the first, and should be made up principally of residences, houses of worship,

and relieving it of a part of the traffic burden. It should not be more than two and a half or three miles long, even in a large city. All the important points of junction should be treated according to the principle of "carrefour à giration," as above. The property lines bordering these crossing centers need not be circular; they can take any other form, as it is only necessary that the vehicles should move in a circle. If there are many converging streets, a group of circles can be arranged which will take care of the traffic comfortably.

A city that lies on the seacoast or along a lake or broad river presents difficulties on account of its harbor and its shipping; in such a case we must be contented with the half-star, which is cut off by the shore line.



FOUR-WAY GYRATORY CROSSING
Widths of bands show relative amounts of traffic over each line



ONE OF THE ALTERNATING MOVEMENTS AT A
NORMAL CORNER UNDER POLICE
REGULATION

small places of local business and promenades. These two parts, however, should be so united, that people will pass from one to the other without noticing the change. The street system will necessarily be radial to provide easy access.

The principal traffic streets must lead to a very broad central street that fixes the beginning of the radial system, and passes near the principal city buildings. This "traffic collector" may take any one of many forms: it may be a closed circle like the "Ringstrassen," of Vienna, or it may take any polygonal form according to the topography of the city and the position of the principal buildings, but it must always be very wide, wider than any of the radial streets. The width formula given above, however, is not applicable to it, as there will be many bystreets cutting through it

Landscape Architecture

This is the title of the new quarterly which is the official organ of the American Society of Landscape Architects. It aims to keep in touch with each other the professional men to whom and through whom it speaks, and to inform them of what is being done to produce the beauty in land that has become a practical necessity.

In the first number, issued in October, Frederick Law Olmsted gives some traffic studies, from which he draws conclusions quite opposite of those of M. Hénard presented in this issue. By accounting for all possible lines of traffic throughout, he shows that the four-way gyratory crossing has twenty collision points instead of sixteen as on the ordinary right-angle crossing, where the traffic movement on two of the streets is alternately stopped and

started by policemen. Crossovers can occur at sixteen of these points at one time.

The confusion at the ordinary crossing is caused by vehicles that must turn out from one of the moving main streams, and cross the other main stream, thus obstructing both lines; where there are two or three parallel lines of vehicles the situation is much worse. But a single policeman at such a right-angle crossing can control the only two points where such crossovers can occur at any one time. Mr. Olmsted believes that a number of such intersections, separately controllable, work with less confusion than the concentration of additional busy streets at a circular crossing.

The history of "The Attacks on Central Park," by Robert Wheelwright, shows how many people there are who apparently do not agree that a park is primarily and essentially a rural retreat designed to give relief and repose of mind to those wearied by city sights and sounds.

The richly illustrated article by Harold A. Caparn on "Statuary in Informal Settings" brings a most entertaining emphasis to bear on the fact that a statue should be considered not a facsimile, but a paraphrase of its original, and that even the realistic iron dog growling on the doorstep may be removed from the realm of the ridiculous by being conventionalized and placed on a plinth at one side of the doorstep with his double on the other side. The setting of a piece of statuary must be decoratively good, and "must suggest and harmonize with some sentiment of the sculpture itself." There should always be some kind of "adequate pedestal to assert flatly that this is sculpture, not mimicry of men or animals."

The article on "Hardy Perennials in Spring and Early Summer" gives much information about choosing and planting the plants that give genuine springtime satisfaction.

❖ "Know Your City"

Beginning with its October issue, the *Common Good*, of Rochester, has undertaken to speak for all the civic and social interests of the city. Its editorial board includes Charles Mulford Robinson, who will tell Rochester what she might profit from in other cities; it includes representatives of settlement and immigrant work, of musical and art progress, of city gardens and playgrounds and public health.

On Independence Day Rochester gave a civic banquet to old and new Americans. It was a strange mixture, "a wild experiment," but a success, and they will do it better next time.



Inebriety and the New York City Courts

The *Survey* for October 1 is largely devoted to an indictment of the present method of the courts in dealing with intoxication, particularly in the case of an ordinarily self-respecting person. There is now a law enabling the Board of Estimate and Apportionment of New York City to create a board of inebriety of five members appointed by the Mayor, which shall have entire supervision of the problem of public intoxication and inebriety. The plan involves oversight by a probation officer, who shall also be an investigator for the magistrate. Cleveland has gone farther than any other American city in providing farm colonies to which persons arrested for intoxication and other minor offenses can be committed. This is only one evidence of the great movement to make our courts remedial rather than punitive.



The City's Vacant Lots

The story of "Bringing Nature Back to Our Great Cities" is told in the November *Technical World Magazine*, by Allan Sutherland, and is illustrated mainly by the work of the Vacant Lots Association, of Philadelphia. This is the plan:

The Superintendent of the Association borrows tracts of land from their owners with the understanding that they are to be surrendered on demand. The land is distributed to would-be gardeners in patches of from one-eighth to one-fourth of an acre, together with a good assortment of vegetable seeds. The cultivation of the gardens, the use of the land in other ways and the conduct of the gardeners are under strict supervision by the superintendent, who gives lessons in plant life and the fighting of weeds and insects. At the end of the season each gardener must turn in a report on the crops raised. Invalids, children, the aged and the poor find health and comfort for their families in this miniature farming. One old colored man made \$250 on his half-acre last season. The Association finds there is a return of about \$8 on every dollar invested.

Denver Doings

Denver Municipal Facts for September 24 is full of the good things that are being done in that progressive "Mile High Town."

The school children are being taught to use the public library as a part of their school work, and to appreciate its value as a means of carrying on their education when school days are over. The eighth grade pupils visit the library with their

electrically lighted at night, supporting a paled-in roof, along which shrubs have been placed. On the corner of the roof, topped by a cupola and a flagstaff, stands the office of the building company. Finished and matched timber has been used throughout, and the whole temporary structure has been carefully painted.

The Denver Outdoor League, composed mainly of women, has this year covered 15 vacant spaces in the residence districts,



AN ARCADE SURROUNDING BUILDING OPERATIONS IN A CROWDED BUSINESS SECTION OF DENVER
This artistic footway is a unique instance of civic pride

teachers, and are shown how to use the various departments. It is hoped that next year the library will put small collections of books in all the school rooms above the fourth grade, and that a special superintendent in charge of these little libraries will give her entire time to training the children to make the best use of them and to appreciate the broader use of the main library.

We are all familiar with the ordinary ugly wooden structure that lines the front of a business building during construction and is supposed to protect pedestrians. A Denver firm has put up in front of the new store which it is building a novel and artistic arcade consisting of graceful arches,

about 25 acres in all, with beautiful fields of rye. No space of less than four lots was considered. Some of the lots had been overgrown with rank weeds that were an eyesore and a menace to neighboring land. After securing permission from the owner, the cost of preparing, planting and cultivating the land was presented to the people, and contributions were turned over to the League, which saw that every dollar was wisely expended. The city loaned its plows, rakes and harrows. Any proceeds from harvesting the grain went to the subscribers. Rye is the most satisfactory grain for such planting, as it is hardy, needs little attention and no irrigation, is green longer and yellow longer than other grains in the

field and is a joy to the eye. Next year the League will beautify other sections not heretofore touched.



Reports on Recreation

Anybody who wants a summing up of what city and town playgrounds are doing in ways of grading, grouping and interesting girls and boys and conducting athletic events, should get and keep for reference the September number of the *Playground*, which contains reports read at the Fourth Annual Congress of the Playground Association of America last June.

The report of the Secretary of the Playground Association of America for the last year has been issued in pamphlet form under the title, "Developments and Opportunities In the Field of Public Recreation." It can be obtained from the Association at 1 Madison Avenue, New York City. Those interested will find it a helpful summary of the activities and opportunities of the playground movement in this country.

The November issue of the *Playground* contains three of the reports read at the Playground Congress in June, from which we glean some suggestions and conclusions.

Dr. Luther Halsey Gulick maintains that children should be allowed to play suitable games on non-traffic streets, provided that they stop all play and loitering on traffic streets; since "the playground can never meet adequately the needs of the play of the young people of the city, or of the little children outside of their own homes," he believes there should be "a social street squad" to promote properly the social functions of the streets. He says that instead of having, on the Riverside Drive parkway, a few playgrounds at great intervals, it would be better to have swings and see-saws and sand piles every hundred yards or two.

He also tells how public recreation commissions can work in hitherto unoccupied, though important, fields: they may promote the proper use of abused and wasted time" by planning for other national holidays besides the Fourth of July, such as Labor Day; they may foster the sort of recreation that brings old and young people together in "wholesome natural relations;" they may encourage the "boy scout" movement to turn "the gang instinct" into civic

loyalty and patriotism; they may stimulate back-yard gardening and coöperative back-yard workshops for groups of families; and they may discover unused city property and see that it is put to recreational use.

The best form of administration for playgrounds seems to be carried on by a commission composed both of school people and park people "with a social insight that permits a deeper appreciation of the meaning of 'leisure' from the standpoint of civic righteousness and efficient citizenship, and the physical and moral welfare of the race."

This issue of the *Playground* contains "essential" and "ideal" lists of playground apparatus for small and ideal play spaces for girls and boys and young men.



Coöperative Park-Making

In the little city of Park Ridge, Ill., there were three streets intersecting at odd angles and leaving undesirable corners. During street improvement work the corners were rounded and the curbs pushed back, so that the objectionable angles were removed. But a large, white, dusty plaza remained to be dealt with. Arthur T. Small tells in the November *Suburban Life*, how coöperation among the citizens transformed the spot into a delightful little park.

The public-spirited men who owned the adjoining land, donated enough of their property to make an ellipse 60x90 feet, encircled by a wide roadway. Some of the nearby residents worked on the laying-out of the park, and the street contractors helped with labor and donations of stone, gravel and cement. Nearly everybody in that part of the city shared the cash expense. Mr. John Paulding, the well-known sculptor, residing in Park Ridge, prepared models for fountains and lights for the park. The local plumbers gave material and services, and the electric light company furnished the wiring. There is an ornamental fountain in the center of the park, and on the curb surrounding the park are two horse-troughs with lamp-posts and two bubbling drinking fountains. The work is all of reinforced concrete and cast cement. The park is named Johnston Circle in honor of Mr. H. M. Johnston, a retired business man who was particularly active in carrying through the plan.

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With the Vanguard

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The City Commission Congress, which was to have been held in Galveston, Tex., November 21-23, has been postponed until May, 1911.



Pittsburg looks forward to being a smokeless city. The volume of smoke has been reduced 90 per cent in 414 chimneys where automatic stokers and smokeless appliances have been installed.



We hear that Pasadena is having the house number put on the curb in front of each residence. The figures can be seen much more easily there than when they are placed on the house at some distance from the street.



They are neighborly out on the Pacific Coast. Pasadena loaned her superintendent of streets to Spokane for awhile, because Spokane wanted to build some streets, and liked Pasadena's the best of any her visiting committee had seen.



Blind people in Chicago have the especial aid of the police. The Police Department furnishes to any blind person who asks for it, a particular kind of whistle, which can be blown as a signal to the nearest officer when help is desired in crossing a street.



A series of tests on street flushing, made last August by the New York Department of Street Cleaning, showed that the flushing machines cleaned between two and three times as great an area as the hose, with from one-fourth to one-third as much water.



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All persons are warned against paying unknown agents for subscriptions unless such agents have authorization written on our letterhead with a date of limitation that has not been passed.



The Water Department of the District of Columbia spent over \$26,000 in one year to detect leakage and waste of water. It stopped thereby a loss which at regular rates would in one year have amounted to \$93,000, and at one-fourth the regular rates shows a saving of 89 per cent on the cost of detection.



The City Inspector of Leavenworth, Kan., has proposed a cheap and durable way of labelling streets. The idea is that when the curbing is being constructed letters forming the names of the streets shall be pressed into the soft cement. The cost of the letters would be practically the only expense.



A young men's club, of Hampton, Iowa, has been at work for three years improving a little city park which fills a block in the business district. There is now a large octagonal fountain in the center, from which cement walks lead to the four corners of the square. Grass plots and flower beds are a part of the plan. Young men's clubs elsewhere might find this a worthy example.



The City Improvement Association of Scranton, Pa., is made up of really active members, whose motto is "Do it now." It has worked with the city administration to secure a plan for development and improvement, to form good citizenship leagues in the schools, to abolish insanitary conditions, to establish a correct building line, to get new park land and to abate the smoke nuisance.



The city engineer of Duluth complains that a great deal of time is lost in his office



Play Stations—

Placed here and there in the large parks at points accessible to the small children will do the children a world of good, increase the general public use of the parks and assist toward a proper appreciation of the value of a beautiful and useful Park System.

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in working out estimates on work that will not be undertaken for years to come, if ever. Sometimes City Councilmen order such work done on the suggestion of constituents who are curious to know what it would cost. There are, however, cases where engineers should furnish only rough estimates rather than detailed plans and specifications.



The Dayton, Ohio, Chamber of Commerce, by means of a fall festival lasting six days, has held an exhibit of Greater Dayton's industries that has been a part of the education of the citizens and has demonstrated the power of united action. The great pageant on the opening day was a very effective showing of the industrial elements of a progressive municipality. It is possible that the city may build a permanent exposition building for home exhibits.



The City Guild, of Liverpool, England, has been formed by the union of three former associations, which have been working for city beautification, tree preservation and open spaces. It aims to keep the public authorities informed of what is needed to preserve and increase the natural and structural beauties of the city, and to secure accomplishment of this work by public agitation and private effort. This first year has been spent mainly in organizing. The Guild has about 200 members.



Every Chicago child of school age is now provided with a seat in a schoolroom, thanks to a few simple measures carried out by Mrs. Young, Superintendent of Schools. Besides bringing into daily use large auditoriums which had been used only occasionally, and putting up temporary buildings, she has redistricted the city so as to bring together the children that had no seats and the seats that had no children. This is the first time since Chicago became a great city that all her school children have been provided for.



The City of Rochester, N. Y., has acquired a tract of forty acres for recreation purposes. Fifteen acres are covered by buildings, the largest of which will be made

into a hall seating 12,000 persons, which can be used for conventions, concerts, games and expositions. There will also be a factory-school, a neighborhood social center and a hospital for contagious diseases. A stadium will be laid out with an arena for athletics and aviation meets. The land lies in a residential district, and its approach will be made into an attractive plaza.



The Massachusetts Civic League is urging a housing campaign for every municipality in the state, to be carried on by means of independent organizations consisting of social workers, strong business men and men active in local politics. Representatives of the League will cooperate with such associations in starting the campaign. Old buildings should be investigated and improved; a new housing law should be passed, and landlords, tenants and the general public should be educated to desire and demand healthier living conditions and definite city planning.



Columbus, Ohio, has a new City Department of Public Recreation under the direction of a commission of seven citizens, who serve without pay. This is the result of the untiring zeal of Prof. F. A. McKenzie, of Ohio State University, who for two years has pushed the work of the School Extension Society for better recreational activities in playgrounds and schools. Five social centers are to be opened this winter in school buildings. The model playground which was conducted at the Columbus Industrial Exposition last June, was a help in bringing about the creation of this new department.



Richard B. Watrous, Secretary of the American Civic Association, says:

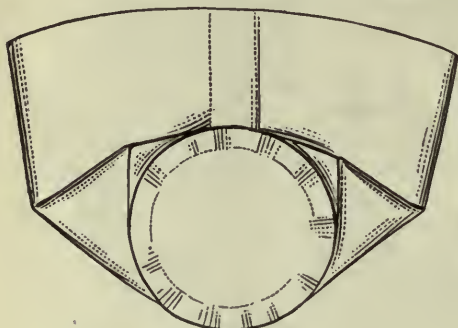
"It is eminently fitting that a real estate man should be a member of a park board, for as a rule that board has confronting it from time to time the selection and purchase of additional park area. The expert advice of a responsible real estate member of such a board, one who will not permit his personal preferences to dictate in his selection, is always of untold value to a community."

The Mayors of Cleveland and Denver have appointed real estate men upon the Depot Commissions of their cities, which are en-

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gaged in solving the problem of securing union stations in harmony with the beauty and dignity of their group plans.



The suggestion has been made that library boards and women's clubs should work for the installation of a new scheme for the juvenile departments of public libraries—the loaning of games to children. This would tend to keep the boys and girls off the streets by giving them something pleasant to do at home, and would show them that the family can have a good time together. Alertness in thought and action would be stimulated, and games that instruct in science, literature and history would continue to a certain degree the work of the public schools. The libraries could give out library cards through the teachers of the public schools, and thus reach many a child too timid or too ignorant to get the benefit of this library work on his own initiative.



At the State Fair held in Syracuse, N. Y., in September, the Engineering Division of the State Department of Health exhibited on a table 12x6 feet, a working model of a sewage disposal plant for a population of 1,500. The following were the elements of the model: A manhole, a combined grit and screen chamber, a septic tank, sand filtration beds, contact beds, a sprinkling filter, a final settling tank, disinfecting tanks, a sludge disposal area and a stream receiving purified effluents. All the structures were of wood painted to look like the material used in the real plant. By the tiny piping system, through which water actually passed, one could watch the course of sewage in the purifying process, every step of which was clearly labelled. The interest shown in the model was increased by explanatory talks upon it given by members of the Engineering Division.



Last April the People's Gardens of Washington was incorporated under the laws of the District of Columbia to further the beautification of home surroundings. The association undertakes the management of whole city blocks, and, after approval by the residents, carries out plans for planting, and keeps the yards, parkings and grounds

in proper condition at a small pro rata expense. The association has already received offers for the treatment of several entire squares. Prizes are to be given for the beautification of home grounds, recreation gardens have been established, and roadside planting has produced blossoms in unexpected places. This fall and winter illustrated lectures will be given showing what Washington and other places have accomplished, and folders will be distributed telling the best ways of planting lots and home grounds. The citizens are contributing both money and personal effort to make this movement successful.



At the last meeting of the American Association of Park Superintendents there was a discussion on movable versus stationary benches in parks. It is true that movable benches are usually "movable in every sense of the word," and are found on Monday mornings in all sorts of places other than where they belong; also that they injure the ground when placed where they ought not to be, and that in winter they are often piled in unsightly heaps. It is also true that movable benches are more comfortable than those made of concrete or iron, and that they can by moving be kept in the shade. Therefore, a compromise seems wise: Let the seats be stationary in all places where the shade or screen is also fairly stationary, and use movable seats along music stands and in places where they would be used only a few months in the year. Frequent repairing and painting lengthens the life of benches greatly and improves the appearance of the parks.



New Jersey is taking permanent action for tree preservation. Early in October there was a conference in Trenton of 30 delegates from 24 communities, with as many more in unofficial capacity. As a result a society is to be formed to attain four objects: to amend the present shade tree laws so as to meet the conditions in any community in the state; to secure national legislation which shall give the United States Secretary of Agriculture power to control the importation of diseased nursery stock; to prevent the entrance of the gypsy and browntail moths and other plant enemies into the state; and to make possible the services of a state shade tree expert for

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Ultra-bromidic readers will find little to admire in this volume of poems except the swing of the verse, for the Iron Muse is uncom-promising. But those to whom a poet is most welcome if he is a prophet also will take keen delight in the reading.

Mr. Underwood has looked beneath the surface of life in many lands and moods of humanity. He has found many things that ought not to be, but he interprets them with a profound faith that things-as-they-are will blossom into the nobler things of to-morrow.

His is the Whitmanic art of taking the ordinary affairs of life and ennobling and enriching them with deeper meaning by showing their relation to the vast life of humanity and by placing them in their true cosmic setting.

This advertisement is not inserted by contract with the publishers (G. P. Putnam's Sons), but is inserted by the editor of The American City in order to give its readers an opportunity of knowing this inspiring book, which to many of them will be a mirror held up before their own souls.

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"I beg to express the personal opinion gathered from typical experience with conditions in my own state, Massachusetts, and from what I know of conditions elsewhere, that this book will be very useful, and will, to use a well worn phrase, fill a long felt

want."—*Edwin A. Start, Executive Secretary American Forestry Assn.*

"Every one who owns or rents a tree... will be glad to read it... Not technical in language, and it is directed toward the exact needs of the amateur... Of forestry proper the book does not speak. It is the case of ornamental trees upon the lawn and along the streets to which Prof. Fernow addresses himself with a sufficiency of scientific detail and a complete absence of sentimentalism... Excellent cuts for the untutored layman... An entertaining chapter deals with the transplanting of large trees... The second half of the volume is devoted to a review of the trees available for shade and ornament... A clear, sensible and timely contribution to the difficult and perplexing life of the commuter."—*New York Evening Sun*.

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any community which has a forestry organization and will bear the necessary expense. State Forester Gaskill says:

"We have at least two very efficient shade tree commissions in New Jersey and the promise of numerous others. Our laws in general recognize the principle of home rule, and I hope that they will always do so, yet we hope to secure such modifications as will result in a wider acceptance of the opportunities for effective work that the statute affords."

As the New Jersey law now stands, any shade tree commission appointed shall have control of the public parks of the municipality. Where there is already a good park commission that will not undertake the shade tree work and is unwilling to step aside, the situation is blocked, but the shade tree expert may solve the problem. A committee of five has been appointed to effect the organization desired.



The annual convention of the American Civic Association to be held in the New Willard Hotel, Washington, D. C., December 14th, 15th and 16th, promises to be one of unusual interest to those engaged in all phases of civic improvement work. The program, as arranged, covers a wide range

of beneficent activities, and is to include an important session devoted to national and state parks, other sessions for the consideration of city planning, and special sessions devoted to the intimate work that may be done for the beautifying of home and neighborhood surroundings. Special consideration will be given to the department of nuisances, including billboards, the smoke nuisance, and the typhoid fly.

The American Civic Association has this year conducted a notable crusade against the fly, and a special session will be given to addresses by scientists, who will set forth the dangers to health in the unrestricted liberty of the fly, and suggest definite ways for its extermination.

At the city planning sessions, the addresses will aim to give just the information desired by cities about to take up comprehensive planning, explaining in detail what it comprehends, how to proceed to form city planning commissions, and how to arouse the public to vote for plans, and later on to vote for their acceptance and execution.

Sessions will be held both morning and afternoon on Wednesday, Thursday and Friday, with a special evening session, Wednesday, December 14th.

Books for the Citizen

[Readers are requested to order books reviewed in this department through The American City. American books will be sent on receipt of the postpaid price. Special quotations will be made on foreign books.]

Medical Inspection of Schools *

This volume gives the information gathered during an investigation of the effect of school life on the physical welfare of children, which was started in 1907 by the Russell Sage Foundation. While the material is scientifically important, it is presented in such a way that it is of use to all who are interested in the health of school children.

The history of medical inspection abroad and in this country is given, with reasons for adopting the system and the legislation

authorizing it. The greater portion of the volume is given over to methods of inspection, the duties of the teacher and the school nurse, and the forms used for recording inspection, making reports, etc., showing how this work is actually being carried on in many places. There are reproductions of seventy charts and forms in actual use and more than thirty statistical tables showing the results of the investigation.

Inspection for contagious diseases and for noncontagious defects are treated separately, and there is a chapter on "Vision and Hearing Tests by Teachers." There is a careful index and a very full bibliography including books, reports and

* By Luther Halsey Gulick, M.D., and Leonard P. Ayres. Charities Publication Committee, New York, 1910. Octavo, 276 pp.; \$1.00 postpaid.

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We want to show *you* how thoroughly practical it is to receive all the benefits of out-of-door sleeping with the face, only, coming in contact with the crisp, out-door air—enjoying the comforts of a warm room, protected from drafts, storms, colds and insects—by using a

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Has an awning to protect sleeper—no nails or screws to mar the woodwork—can be instantly adjusted to any window.

105 E. 22nd Street, New York, February 28, 1908.—I am sure your tent is doing great good and I know it is being used with success in many parts of the country. With thanks for your co-operation in the work we are doing.—*Livingston Farrand, Executive Secretary the National Association for the Study and Prevention of Tuberculosis.*

St. Paul, Minnesota, October 21, 1907.—I find your window tent invaluable, and it seems to me much better adapted for sanitarium treatment than any of the measures at present in use.—*Chas. Lyman Greene, Professor of Medicine in University of Minnesota.*

Roland Park, Maryland.—I feel that I must write to you and tell you what your tent has done for my little girl. Before sleeping in the tent she had insomnia every night and only slept two or three hours at a time. Since she has been sleeping in the tent it has been less than twenty minutes before she was asleep and never awakened until seven the next morning. Once she slept so soundly I was frightened. I am certainly most thankful for what the tent has done for her.—*Mrs. C. G. Osburn.*

Washington, D. C.—I am enthusiastic over the tent and speak to every one who has any throat trouble

about it. I am nearly sixty years of age and have had bronchitis every winter for the last ten years. I have escaped this year so far and hope and expect to get through the winter. I feel that you have opened up an avenue of escape for many of the ills of life.—*Harriet W. Gilfellen.*

Ansonia, Ohio.—I ordered one of your tents a little over a month ago and received it promptly and in good condition. I have been using it ever since and find it all you claim it to be. I am well satisfied with it and will recommend it to friends who are suffering from tuberculosis or like diseases.—*W. L. Warvel.*

Joliet, Illinois.—I have used one of your tents all last winter and slept in it every night. In the first two months I gained ten pounds. It gave me an appetite for breakfast, something I didn't have for years. My fever and cough all left me and I do not raise any now.—*Ed. McLoughlin.*

Griffin Corners, New York.—I received my tent several weeks ago and am simply delighted with it. Having given it a fair trial, I only wish I could find some way to supply all patients with a window tent.—*Jeannett Buscher.*

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articles. The "Suggestions to Teachers, State and local boards of health. The text and School Physicians Regarding Medical Inspection" issued by the Massachusetts Board of Education are given in full in one appendix, and in another are found the rules issued to medical inspectors of schools in Chicago, Detroit, and Springfield, Mass.

We would call especial attention to Chapter 12, which admits difficulties not yet conquered as well as some "stubborn and hitherto unsuspected and apparently unreconcilable facts" as to the effect of physical defects on retardation. Statistical methods group together all kinds of defects, some of which have a direct bearing, while others do not.

"Defective hearing undoubtedly exercises an important influence on a pupil's success in school, but the fact that a child has a club-foot has no such significance. That we are unable to measure by statistical methods the influence of physical condition upon school progress is far from proving that such influence does not exist."



Prevention of Tuberculosis

"The Campaign Against Tuberculosis in the United States"† is a sort of encyclopædia of progress in this fight. The book was compiled under the direction of the National Association for the Study and Prevention of Tuberculosis.

It contains a directory of institutions in the United States and Canada dealing with the disease. The list includes sanatoria, hospitals, day camps, insane asylums, penal institutions, dispensaries and clinics. Care has been taken to exclude the names of undesirable institutions, but the National Association does not recommend or indorse any of those listed. In the appendix there are tables and a chart showing the growth of the anti-tuberculosis movement by the location of these various institutions.

A list is given of tuberculosis classes in the United States and of associations and committees for the study and prevention of tuberculosis. Those wishing to organize similar societies will be glad to have the typical constitutions and bylaws included in this volume.

About 100 pages are devoted to state and municipal legislation affecting tuberculosis in the United States, including the work of

state and local boards of health. The text of the notification and registration laws of New York, the District of Columbia and Wisconsin is given; the New York law is the most comprehensive, and deals only with tuberculosis. This is followed by the sanatorium laws of Massachusetts and Michigan, the anti-spitting law of Virginia and certain protective municipal ordinances. The book is fully indexed.



"No Uncared-For Tuberculosis in 1915"

The Proceedings of the Conference of the Local Committee on the Prevention of Tuberculosis of the State Charities Aid Association‡, held in Albany last March, have been published in pamphlet form and illustrated with portraits of men prominent in the work, with views and plans of sanatorium buildings and rooms and of the methods of treatment and charts of weight and hemoglobin tests. The membership of the New York local committees is given, and there is a full index of the information presented. The material is so varied and so full of interesting details that it is difficult to review adequately, especially as it covers four sessions, each with several papers and lively discussion. Many distinguished people were interested in this conference, in which the President of the United States and the Governor of New York participated.

Among the agencies considered for carrying into effect the New York tuberculosis law of 1908 were the physician, the dispensary, the visiting nurse, and relief work. The campaign among school children, as carried on by medical school inspection and open-air schools, received the attention of a whole session, as did the institutional care of tuberculosis.

This pamphlet ought to be in the hands of every worker in this field; it is vital, up-to-date; it speaks straight from the lips of those who are fighting hardest, most intelligently. It behooves everyone who is in earnest to fall in line with the plans of : conference to which Dr. Robert Koch of Berlin, the discoverer of the bacillus tuberculosis, cabled :

"Your program is the best I know to reduce the death rate of tuberculosis in the shortest time possible."

† By Philip P. Jacobs. Charities Publication Committee, New York, 1908. Octavo, 467 pp.; \$1.00 postpaid.

‡ State Charities Aid Association, New York, 1910. Octavo, 248 pp.; 50 cents postpaid.

THE AMERICAN CITY

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It tells what was said and done at the 1910 Conference of the Committees in New York State.

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